



United States Department of Agriculture
Forest Service

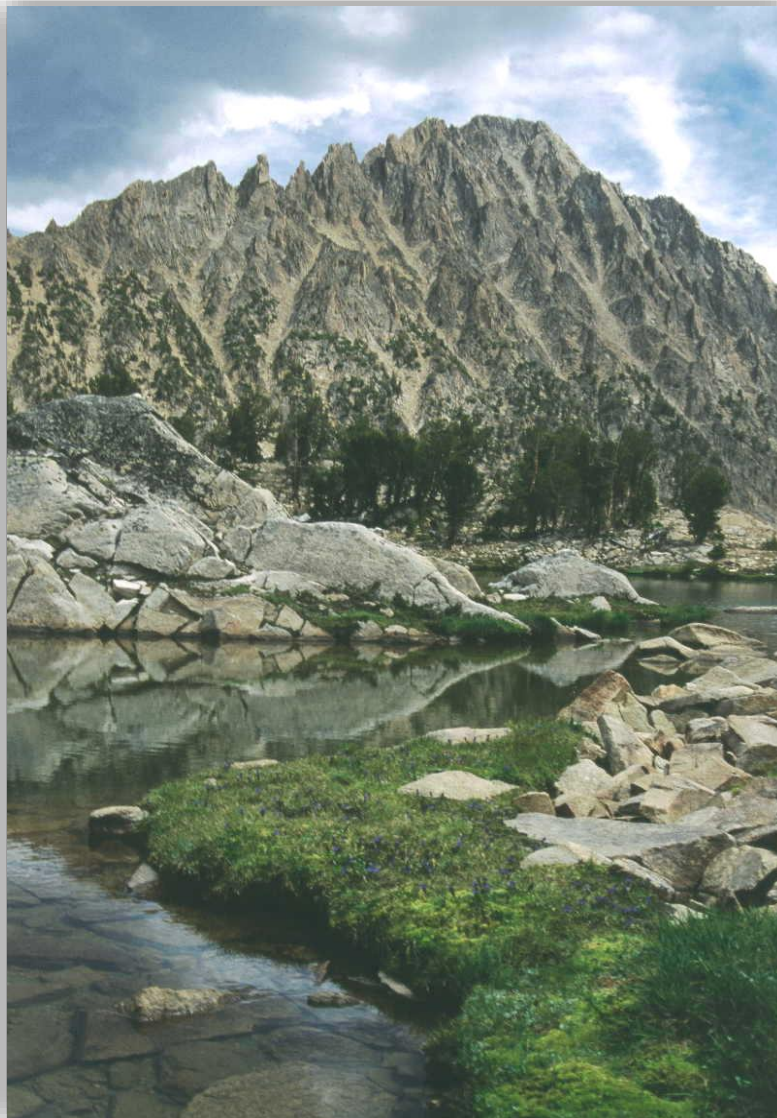


United States Department of the Interior
Bureau of Land Management

Hemingway-Boulders & White Clouds Wilderness Management Plan

Sawtooth National Forest, Sawtooth National Recreation Area
BLM, Idaho Falls District, Challis Field Office

November 14, 2016



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Description: Castle Peak in the White Clouds Wilderness

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Acronyms

AFWA	Association of Fish & Wildlife Agencies
AOI	Annual Operating Instructions
BLM	Bureau of Land Management
CFR	Code of Federal Regulations
CWCS	Comprehensive Wildlife Conservation Strategy
ESA	Endangered Species Act
FS	Forest Service
FSH	Forest Service Handbook
FSM	Forest Service Manual
HM	Head Months
IMPROVE	Interagency Monitoring of Protected Visual Environments
MPC	Management Prescription Category
MOU	Memorandum of Understanding
MRA	Minimum Requirements Analysis
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NRA	National Recreation Area
RMP	Resource Management Plan
SAR	Search and Rescue
SGCN	Species of Greatest Conservation Need
TMDL	Total Maximum Daily Load
USDA	United States Department of Agriculture
USDI	United States Department of Interior
USGS	United States Geological Survey
WAQV	Wilderness Air Quality Values
WMP	Wilderness Management Plan
WSA	Wilderness Study Area (BLM designation)

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INTRODUCTION

The United States Congress established the National Wilderness Preservation System through the Wilderness Act of 1964 (Public Law 88-577; 16 U.S.C. 1131-1136) as a system of federal lands "where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain." This law was created to assure that "an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States." Wilderness designation is intended to preserve and protect certain lands in their natural state. Only Congress, with Presidential approval, may designate lands as wilderness. The Wilderness Act defines wilderness, the uses of wilderness, and the activities prohibited within its boundaries.

Wilderness areas provide a contrast to lands where human activities dominate the landscape. Wilderness areas are managed for preservation of wilderness character, and for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness.

Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act

As the designating legislation for these two wilderness areas, the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* (P.L. 114-46) includes direction specific to these two wilderness areas and builds off of the Wilderness Act: "IN GENERAL.- Subject to valid existing rights, each wilderness area shall be administered by the Secretary in accordance with the Wilderness Act (16 U.S.C. 1131 et seq.)...."

Each administering agency "shall seek to ensure that the wilderness areas are interpreted for the public as an overall complex linked by-

- 1) Common location in the Boulder-White Cloud Mountains; and
- 2) Common identity with the natural and cultural history of the state of Idaho and the Native American and pioneer heritage of the state."

WILDERNESS OVERVIEW

The two wilderness areas covered in this plan lie in central Idaho. The two areas are separated by the ridgeline between the East Fork of the Salmon River and Germania Creek. See Figure 1.

Hemingway-Boulders Wilderness

The Hemingway-Boulders Wilderness encompasses 67,998 acres of federal land within the Sawtooth National Recreation Area (NRA) administered by the Sawtooth National Forest. The area was named for the Boulder Mountains, and Ernest Hemingway who was a resident in nearby Ketchum, Idaho.

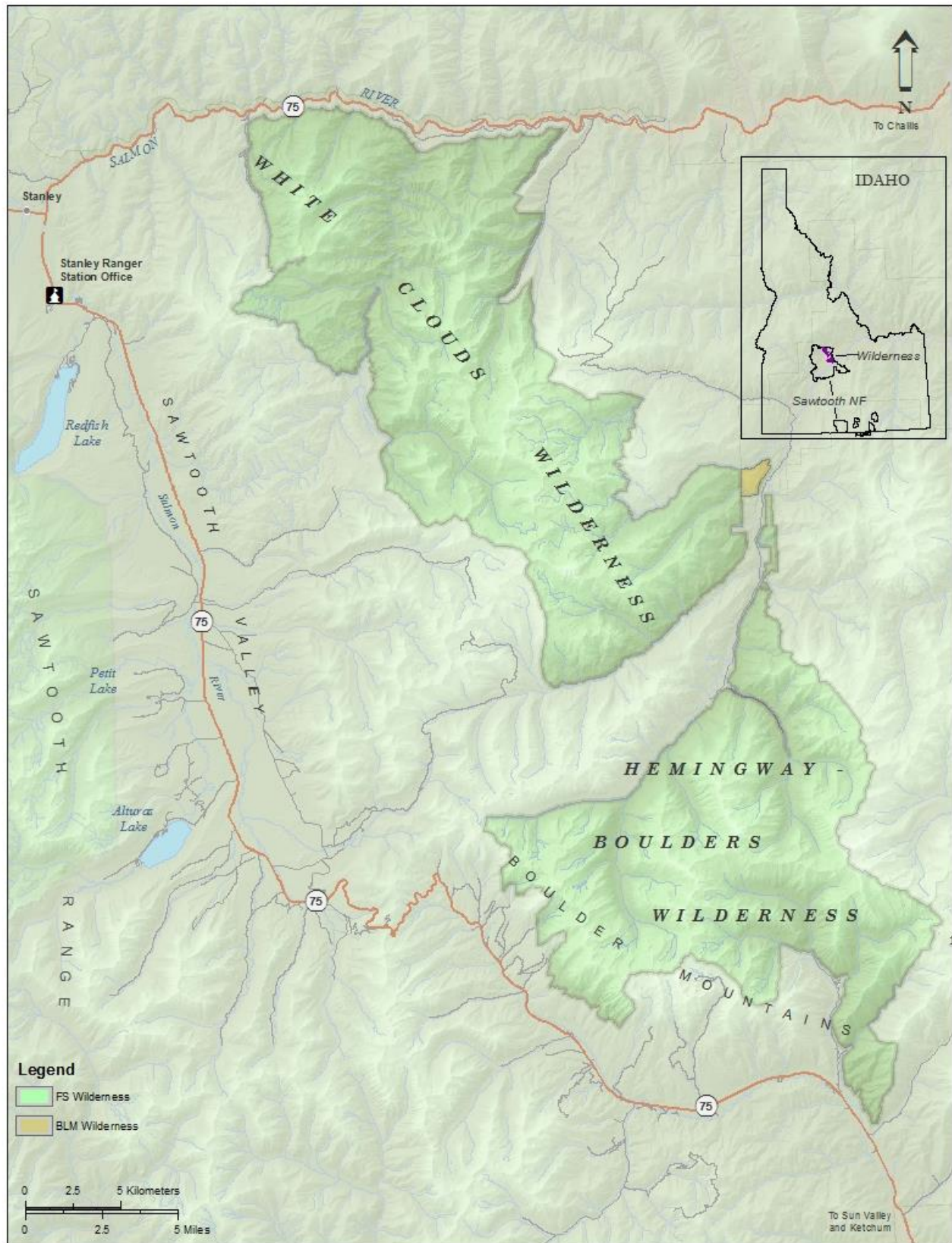


Figure 1: Map of the Hemingway-Boulders and White Clouds Wilderness areas

The impressive 4,000 foot rise of the Boulder Front, as seen from Highway 75 just north of Ketchum and Sun Valley, is a defining characteristic of the Boulder Mountains. The complex geologic history of this area has yielded extensive and structurally impressive exposures of Paleozoic carbonate rocks, and the intrusive roots of the Challis volcanic field; the most prominent being the pink granitic stock exposed along the Boulder Front.

Lower elevations in the wilderness include steep slopes of sagebrush, and a mix of meadow and alpine vegetation. Increasing in elevation, stands of subalpine fir, Douglas fir and lodgepole pine tower above you. Interspersed between the fir and pine stands are aspen groves with their delicate green leaves in spring and striking yellow tones in fall. In rockier areas, whitebark pine may be found in vegetated pockets.

This diversity of habitat, in turn, supports a diversity of wildlife, including mountain goats, wolverine, gray wolf and mountain lion. Elk and mule deer use the area in the summer months. The headwaters of the East Fork of the Salmon River and key tributaries of the headwaters of the Big Wood River originate here, providing important spawning and rearing areas for Chinook salmon, steelhead, endemic Wood River sculpin, native westslope cutthroat trout and bull trout.

The Boulder Mountains, one of Idaho's highest and wildest ranges, are rich with human history: from early Native Americans, to Idaho's prospecting and mining legacy, to today, when explorers may still find a challenging adventure. The wilderness offers outstanding recreational opportunities for hikers (on and off trail), horseback riders, skiers, hunters and anglers. With 12 summits topping 11,000 feet and only 29 miles of trails, opportunities for solitude are outstanding for off-trail exploring and peak climbing. The majority of recreational use is focused on the small system of primitive trails, including a short accessible trail taking off from the North Fork of the Big Wood River. Many of the trails do not lead to alpine lakes; approach to these secluded areas is only gained through the hard work and determination of the recreationist who is willing to conquer the challenging terrain.

White Clouds Wilderness

The landscape of the White Clouds Wilderness is said to be some of the most diverse, rugged and isolated land in central Idaho. Picturesque high-elevation lakes and limestone peaks are the distinctive features of this wilderness. The wilderness designation protects 90,769 acres within the White Clouds Wilderness, which is jointly managed by the Sawtooth National Forest (90,310 acres) and Bureau of Land Management, Idaho Falls District, Challis Field Office (459 acres).

The bright white limestone first observed by early settlers gave way to the name White Clouds. The soaring white peaks rise to meet the clouds and tower over dramatic cirque basins. Volcanic rocks provide productive soils and clear streams, which support the lush flora and fauna found within the wilderness. Here one may find quiet solitude surrounded by majestic scenery, and abundant wildlife.

The topography ranges from 6,000 feet in elevation to 11,815 feet at Castle Peak. The tallest mountain in the White Clouds, and the entire Sawtooth NRA, this Idaho icon, towers above all other peaks in the area. It was here that a proposed open-pit molybdenum mine set off one of Idaho's fiercest conservation battles, leading to the designation of the Sawtooth NRA.

The remarkable character of the White Cloud Peaks is attributed to a complicated assemblage of sedimentary rocks accumulated in a lost Paleozoic sea, Cretaceous granitic intrusions related to the emplacement of the Idaho Batholith, and intrusive and extrusive rocks of the Challis volcanics. The white limestone pyramid of D.O. Lee Peak is one of the most distinguishable summits within the White Clouds. A granitic intrusion, aptly named the White Cloud Stock, forms the foundation rocks of Castle Peak. Thick sequences of the Challis volcanics overlie the Paleozoic and Cretaceous age rocks and are distinctive at lower elevations and within the eastern and southern portions of the range.

Sagebrush steppe ecosystem gives way to subalpine forests of aspen and lodgepole pine, which rise to meet alpine talus slopes. Above treeline, you will find rolling fell fields and turf communities supporting several rare endemic species. Whitebark pine, some of the oldest trees on earth, are an important component in high-elevation communities.

This wilderness provides a valuable refuge for wildlife as climate change becomes an increasing concern for our planet. The range in elevation provides habitat that supports species like mountain goats, bighorn sheep, moose, elk, mule deer, black bear, pronghorn, gray wolves, mountain lions and elusive wolverines.

The East Fork of the Salmon River, which pours out of this watershed, supports the longest migration route for species of anadromous fish in the lower 48 states. The headwaters originating in the White Clouds Wilderness foster habitat for bull trout, westslope cutthroat and redband trout. Endangered species like Chinook and sockeye salmon, as well as steelhead, use some of these waterways for spawning ground and migratory corridors.

The area has been an important part of the West's pioneer and Native American history. Today world class opportunities for recreation activities are available throughout the wilderness: from hiking, camping, hunting, fishing and horseback riding to backcountry skiing during the winter months. Because of the diversity of wildlife and its wild character, the White Clouds Wilderness is a treasured destination for hunters, fisherman, and wildlife watchers. With 66 miles of trail, the wilderness offers opportunities for self-reliance and risk, both on- and off-trail. Trails lead to secluded basins with high-elevation lakes while other alpine gems challenge visitors with off-trail navigation skills. Opportunities for solitude abound throughout the changing seasons.

SCOPE OF THE WILDERNESS MANAGEMENT PLAN

This Wilderness Management Plan (WMP) is jointly prepared by the United States Department of Agriculture Forest Service (FS) and the United States Department of Interior Bureau of Land Management (BLM). Each agency has jurisdictional authority for separate portions of the White Clouds Wilderness, whereas the Hemingway-Boulders is entirely managed by the FS. This WMP provides the primary management direction for the Hemingway-Boulders Wilderness and White Clouds Wilderness. Given their proximity, comparable natural resources, similar broad management issues and administrative jurisdiction, it is appropriate to incorporate the administration of these two areas into a single plan.

Planning for wilderness is to translate the Wilderness Act, enabling legislation, agency policy and regulations into direction for a specific area. All four serve as sideboards while developing a wilderness plan. A WMP guides the preservation, management, and use of the wilderness to ensure that wilderness is unimpaired for future use and enjoyment as wilderness.

The WMP contains current comprehensive descriptions of the wilderness areas and proposed management direction that relates to specific resources. It defines an acceptable range of desired resource and social conditions through the identification of zones. An Environmental Assessment will subsequently follow the WMP to describe and analyze potential impacts relating to proposed management direction and alternatives.

The WMP does not repeat guidance that is already contained in existing laws and policies (for example, the Wilderness Act, the Endangered Species Act or the Clean Water Act, and existing Federal Regulations). It does not describe the methods, the “how to,” or the schedule of implementing the direction nor does it describe the day-to-day or operational actions to be carried out in the management of wilderness. The rate of implementation and management activities are dependent on the annual budgeting process. National Environmental Policy Act (NEPA) analysis will be conducted to support management decisions made at the site-specific level. All actions are supplemental to and consistent with wilderness laws, regulations and policies, which must be further consulted in the event of unforeseen issues.

PURPOSE OF AND NEED FOR THE WILDERNESS MANAGEMENT PLAN

The purpose of a WMP is to provide management direction for the preservation of wilderness character by identifying the conditions and opportunities that will be managed for within wilderness, creating specific guidelines for managing wilderness resources and activities. Although wilderness character is a complex idea and is not explicitly defined in the Wilderness Act, the qualities of wilderness character are commonly described as:

- **Untrammeled**—Area is unhindered and free from intentional actions of modern human control or manipulation.
- **Natural**—Area appears to have been primarily affected by the forces of nature and are substantially free from the effects of modern civilization.

- **Undeveloped**—Area is essentially without permanent improvements or the sights and sounds of modern human occupation, and it retains its primeval character.
- **Outstanding opportunities for solitude or a primitive and unconfined type of recreation**—Area provides outstanding opportunities for people to experience solitude or primeval and unrestricted recreation including the values associated with physical and mental inspiration, challenge, self-reliance, self-discovery, and freedom.
- **Other Features of Value**—Area may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value. Though not required of any wilderness, where they are present they are part of that area's wilderness character, and must be protected as rigorously as any of the other four required qualities.

The need for the Proposed Action stems from the signing of Public Law 114-46 which changed the management direction of these areas. For the Forest Service portions of the two wilderness areas, the change was from recommended wilderness to designated wilderness. For the BLM portion of the White Clouds Wilderness, the area was previously managed as the Boulder Creek Wilderness Study Area (WSA).

Additionally, as directed by the *Sawtooth National Recreation Area and Jerry Peak Wilderness Act*: "Not later than 3 years after the date of enactment of this Act, the Secretary of Agriculture and the Secretary of Interior shall collaboratively develop wilderness management plans for the wilderness areas."

CONSISTENCY WITH FS AND BLM LAND USE PLANS

This WMP is in conformance with the programmatic direction of the Sawtooth National Forest Land and Resource Management Plan, as amended (Forest Plan; USFS, 2012), and, the BLM Challis Resource Area Record of Decision and Resource Management Plan (RMP; BLM, 1999). This WMP complies with FS planning regulations, will meet Forest-wide direction, and will amend management area direction. This WMP direction applies to the BLM portion of the White Clouds Wilderness and is consistent with the Challis RMP.

The FS will apply the standards and guidelines outlined in this WMP, in accordance with the level of compliance as set out in this document and in accordance with the National Forest System Land Management Planning, New Plan Development regulations (36 CFR 219.7) and FSM 2320. For the portion of the White Clouds Wilderness on BLM administered lands, the BLM will also manage consistent with standards and guidelines outlined in this WMP and in accordance with management direction identified in BLM Manual 8561 Wilderness Management Plans, BLM Manual 6340 Management of Designated Wilderness, and 43 CFR 6300.

Existing Management Direction

This section provides an overview of the management of the area - as established in the 2012 revision to the Forest Plan - that now includes designated wilderness. It is this direction that may be changed by approval of this plan, through a Forest Plan amendment.

Sawtooth Forest Plan

Existing Forest-wide Direction

The Forest Plan (amended in 2012) includes these areas as recommended wilderness.

Manage recommended wilderness to protect wilderness values as defined in the Wilderness Act. Activities permitted in recommended wilderness do not compromise wilderness values nor reduce the area's potential for wilderness designation. Non-conforming uses in recommended wilderness should not be promoted (WRGO02).

Additionally, the following direction applied to the recommended wilderness areas.

- Management actions, including wildland fire use and prescribed fire, must be designed and implemented in a manner that maintains wilderness values, as defined in the Wilderness Act.
- Mechanical vegetation treatments, including salvage harvest, are prohibited.
- No new motorized or mechanized uses will be allowed, except where these uses must be allowed in response to reserved or outstanding rights, statute or treaty.
- Existing motorized or mechanical uses are allowed only if they do not lead to long term adverse changes in wilderness values.

Existing Management Area Direction

In 2003, the Forest Plan established two management areas: the East Fork Salmon River/White Clouds Management Area (03), and the Big Wood River Management Area (04) which prescribed how those areas are to be managed. Specifically, for these management areas, a number of management prescriptions were applied, including:

- Do-not construct new trails within trail-less areas of the Boulder/White Cloud recommended wilderness area, unless trails are determined to be necessary to prevent resource damage.

The following prohibitions were also applied to these areas (and a Special Order enforcing them was issued):

- a) Having greater than 20 persons in a group.
- b) Being in the area with a combined number of pack and saddle stock in excess of 25 animals.
- c) Shortcutting trail switchbacks on foot or with pack and saddle stock.
- d) Building, maintaining, attending or using campfires within 200 yards of the following lakes: Cirque, Cove, Sapphire, Sheep, Slide, Tin Cup, Gunsight, Four Lakes Basin, Scree, Shallow, Castle, and Chamberlain 9849.
- e) Tethering pack and saddle stock within 100 feet of springs, lakes or streams
- f) Tying pack and saddle stock to live trees for periods longer than one hour.

Challis RMP

The Challis RMP includes direction for wilderness study areas released from wilderness consideration, and limited direction regarding management of designated wilderness, including: plan of operations for minerals activities (p. 88), withdraw from mineral entry and general land laws (p. 89), and incorporation of Minimum Impact Suppression Tactics Guidelines (p.104).

Issues Resolved by Policy

The following topics were identified through internal scoping. Additional issues will be identified through public scoping and may aid modifying the proposed action, or in development of alternatives. The listed topics below have been address by law or agency policy. They are not further discussed in this Plan, unless noted.

Wilderness Designation - The wilderness areas were designated through the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act*. This Plan does not consider releasing the wilderness designation. The boundaries of the wilderness were set through passage of the Act and are not open to review through this planning process. See 36 CFR Part 261.18 - National Forest Wilderness and 43 CFR Part 6300 – Management of Designated Wilderness Areas.

Hunting and Fishing - Hunting and fishing regulations are written and enforced by the State of Idaho. This is reiterated in the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act*, Section 102 (g): “Nothing in this title affects the jurisdiction of the State of Idaho with respect to the management of fish and wildlife on public land in the State, including the regulation of hunting, fishing, and trapping within the wilderness areas.” The designation of wilderness may affect methods used to implement projects proposed by the State of Idaho. Evaluation of projects within wilderness would require an MRA, and site-specific NEPA, as appropriate.

Livestock Grazing and Allotment Management Plans - Grazing of livestock, where established prior to August 7, 2015, shall be administered in accordance with Section 4(d)(4) of the Wilderness Act, Section 102(e) of the *Sawtooth National Recreation Area and Jerry Peak Wilderness Additions Act* and the grazing guidelines in House Report 96-617, and Appendix A of House Report 101-405. The designation of wilderness may affect some of the methods used to maintain range improvements and this is discussed in this Plan.

Designation of wilderness does not affect grazing preference nor does it preclude the development of Allotment Management Plans. These items are administered according to the regulations in 36 CFR Part 222, and 43 CFR 4100. In accordance with existing FS and BLM policy, periodic interdisciplinary allotment evaluations assess the grazing use by domestic cattle, sheep, and other animals on vegetation and a determination of ecological health is made.

Waiver and donation of grazing permits and leases, as identified in the designating legislation, is considered outside of this planning process.

Issues Beyond the Scope of this Plan

The following topics are addressed entirely or in more detail in other agency documents or plans.

Travel Management - Transportation and travel management of routes and designations outside of designated wilderness are outside the scope of this plan and would be addressed through separate travel management planning.

Invasive Weed Treatment - The Boise and Sawtooth National Forests' Invasive Plant Species Treatments EIS addresses non-native weed treatments Forest-wide, including treatment within the new wilderness areas. The EIS is scheduled for completion in early 2017, prior to this WMP.

The BLM Challis Field Office is also completing an invasive plant species environmental analysis: the Challis Field Office Integrated Weed Management Program Environmental Analysis. Anticipated completion of the EA is May 2017.

Recommended Wilderness - Those portions of recommended wilderness that were not designated as wilderness in the *Sawtooth National Recreation Area and Jerry Peak Wilderness Addition Act* will continue to be managed as recommended wilderness as identified in the Sawtooth Forest Plan until they are reevaluated through the Forest Planning process.

MANAGEMENT AREA DESCRIPTION

This wilderness management plan, when approved, will amend the Forest Plan to include a new management area (21), which encompasses the entirety of the two wildernesses, and to modify the portions of the previous management areas (03 and 04) to exclude the lands now designated as wilderness (see Figure 2 below). The Challis RMP will not be amended or modified per this WMP.

The subsequent portions of this document are structured similarly to the Forest Plan, starting with a narrative section that describes the management area by resource, followed by specific management direction for Management Area 21. The narrative section provides an overview of current conditions and issues. Within this section, management area and wilderness areas are used interchangeably.

Management Area 21 – Hemingway-Boulders Wilderness & White Clouds Wilderness

General Location and Description - Management Area 21 is comprised of federal lands administered by the Sawtooth National Forest and BLM within the northeastern portion of the Sawtooth NRA, Ketchum Ranger District, and Challis Field Office. The management area lies in Custer and Blaine Counties. The management area is bordered on the south and west by Sawtooth NRA lands and the Ketchum Ranger District, on the north by National Forest System lands administered by the Salmon-Challis Forest, and on the east by lands administered by the Ketchum Ranger District, Salmon-Challis Forest and BLM. Management Area 21 encompasses 158,767 acres, with 67,998 acres in the Hemingway-Boulders Wilderness and 90,769 acres in the White Clouds Wilderness. Approximately 99.9 percent of the area is administered by the Forest Service, with less than 0.1 percent administered by the BLM. The primary uses and activities in the area have been recreation, livestock grazing, and historic mining.

Wilderness Character – As part of the 1987 Forest Planning process and the 2003 Forest Plan revision process, portions of the Boulder-White Cloud Inventoried Roadless areas were recommended as wilderness because of their high natural integrity and minimal impact by humans. These areas generally include the White Clouds and Hemingway-Boulders Wildernesses which have consistently shown wilderness characteristics suitable for inclusion in the National Wilderness Preservation System as defined by the Wilderness Act. Similarly, the BLM portion of the White Clouds Wilderness was previously managed as the Boulder Creek WSA to preserve wilderness characteristics.

The Wilderness Act defines wilderness and mandates that the primary management direction is to preserve wilderness character. The definition of wilderness is found in Section 2(c) of the Wilderness Act, and the qualities of wilderness character are commonly described as: untrammeled, naturalness, undeveloped, outstanding opportunities for solitude or a primitive

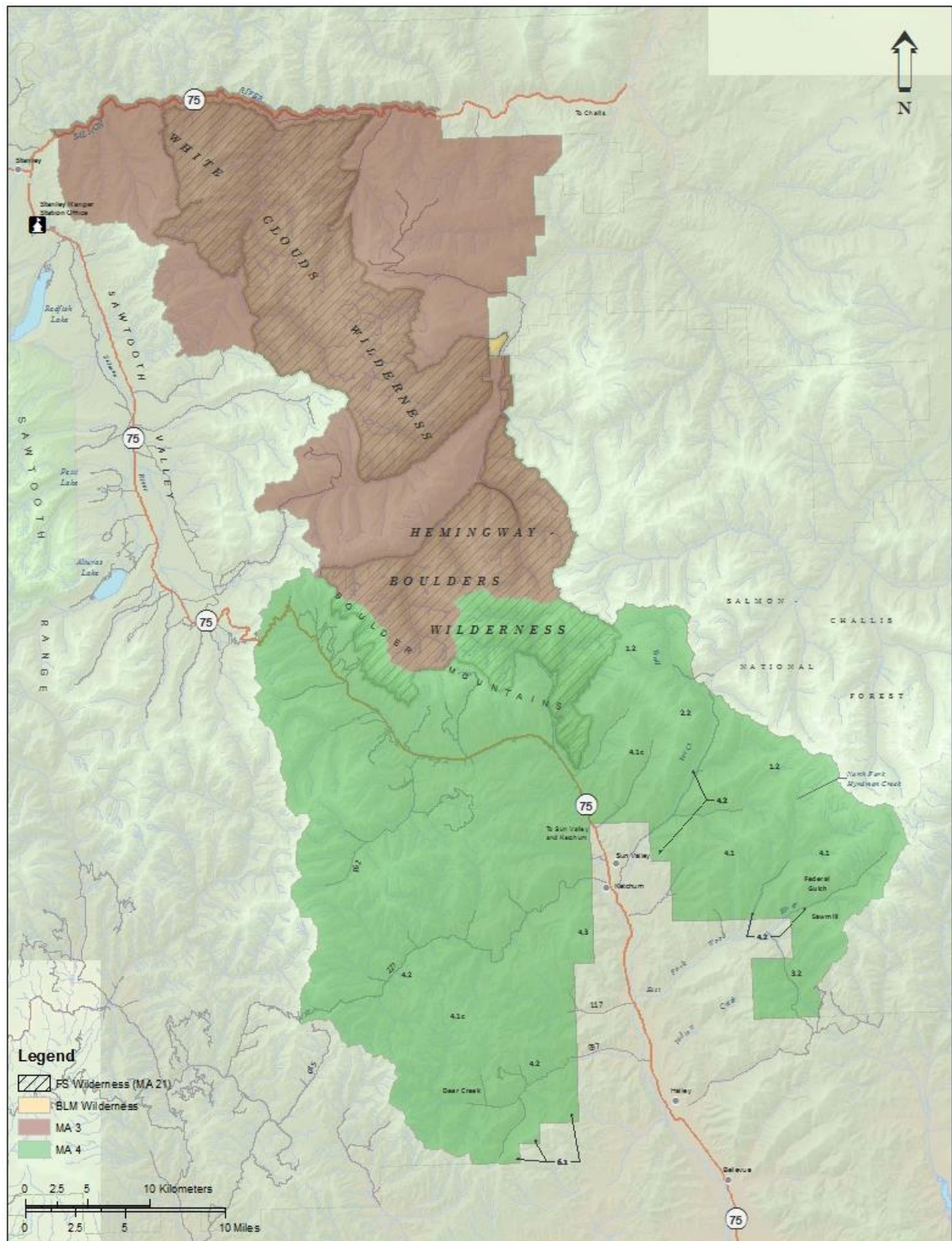


Figure 2: Management Area 21 overlaying the original boundaries of management areas 03 and 04

unconfined form of recreation and other features of scientific, educational, scenic or historical value.

Untrammelled: Portions of the White Clouds and Hemingway-Boulders Wilderness areas have had some degree of human control or manipulation of the biophysical environment. Past activities, which have affected the untrammelled quality of the wilderness include prescribed burning, historic mining and grazing activities. More recently, trammeling actions include management of wildland fire and weeds, fish stocking, and livestock grazing.

Natural: The natural quality of these wilderness areas is mostly intact. The varying elevations in the area provide important habitat for a wide array of fish and wildlife species. Vegetation ranges from mountain sagebrush to whitebark pine ecosystems. Some changes to the native vegetation composition have occurred in portions of the wilderness, including the introduction of non-native species and impacts from grazing.

Undeveloped: For the most part, these areas show few signs of permanent improvements and human habitation. Range developments including fences, developed springs, troughs, as well as abandoned or unauthorized vehicle routes, mining debris and recreation-related developments such as bridges, trails, base logs, meat poles or stock tie facilities are scattered across the wildernesses. Generally these developments are few and far between when considering the vastness of the landscape. Emergency administrative authorizations for motorized/mechanized use occur for fire suppression and search and rescue. Unauthorized motorized and mechanized recreational uses occur along the boundaries within wilderness. Existing motorized roads and trails surrounding the wilderness areas, including cherrystemmed routes, make administration challenging.

Outstanding opportunities for solitude or a primitive and unconfined recreation: These wilderness areas provide outstanding opportunities for solitude and primitive, unconfined recreation. The varying topography of the wildernesses and relatively few trails provide excellent opportunities for solitude. In addition, there is a range of recreational experiences to be found, including short day hikes, plentiful backpacking options, multi-day pack trips or off trail scrambles allowing for exploration and discovery. Since 1996, visitor use restriction have been in place within these two areas reducing opportunities for unconfined recreation.

Special Features: The Hemingway-Boulders and White Clouds Wilderness areas provide high air and water quality, spectacular scenery, and unique geologic features. These wilderness areas are important in terms of providing clean water to downstream imperiled fish species.

Segments of the following ten streams that flow through wilderness are eligible for Wild and Scenic River designation: Warm Springs Creek, Boulder Chain Lakes Creek, Little Boulder Creek, Germania Creek, West Fork East Fork Salmon River, East Fork Salmon River, South Fork East Fork Salmon River, West Pass Creek, West Fork North Fork Big Wood River, and North Fork Big Wood River (see Figure 3).

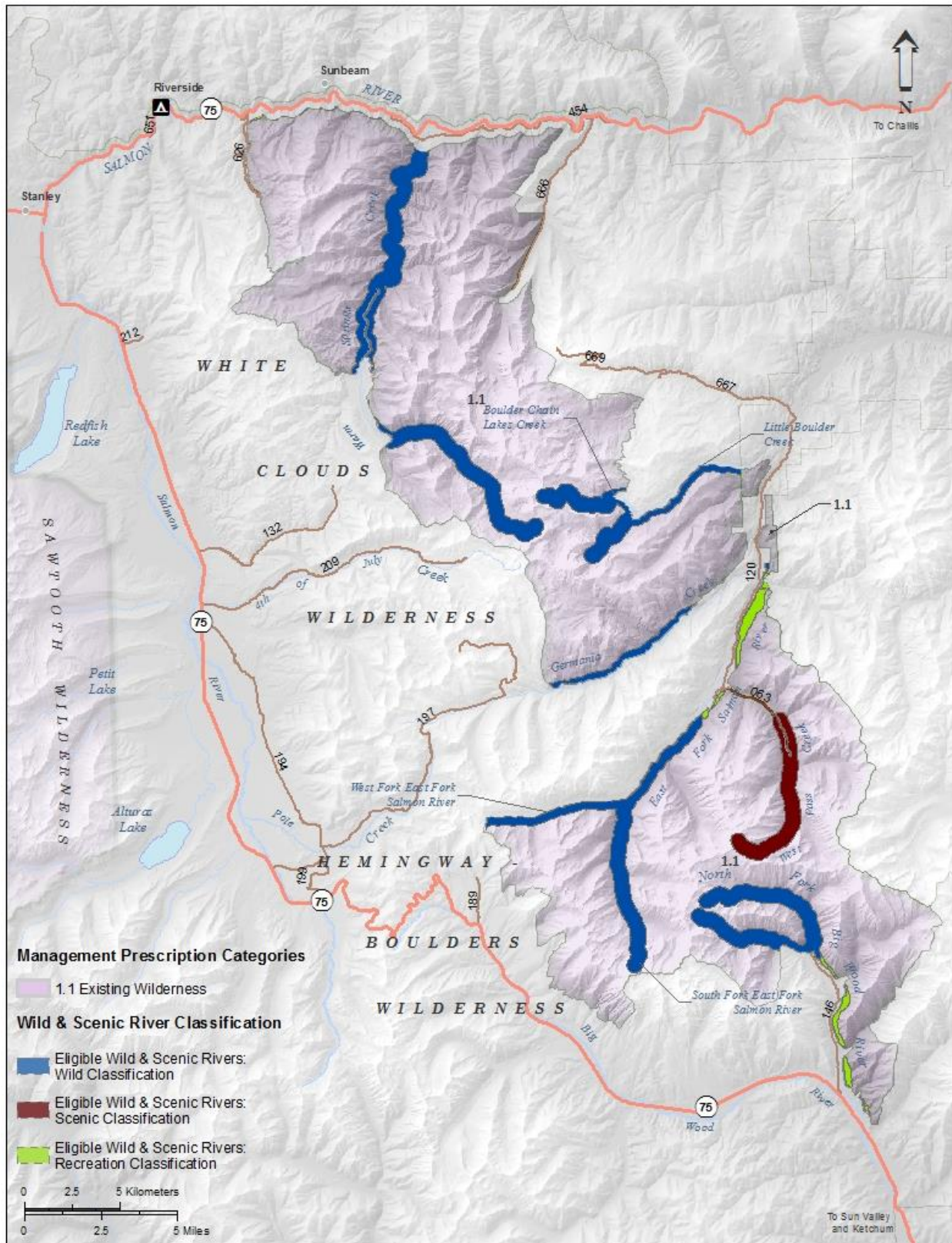


Figure 3: Management Area 21 showing Wild & Scenic River corridors and motorized access routes surrounding wilderness

Access – Vehicle access to the boundary of the White Clouds Wilderness is by Forest Road 209 (Fourth of July Creek) from State Highway 75, Forest Road 667 (Livingston Mill), and the East Fork Salmon River Road. These roads are maintained, and gravel-surfaced. Other access routes include Forest Road 197 up Pole Creek to Germania Creek, and Forest Road 120, which is an extension of the East Fork Salmon River Road. A system of trails also provides access to portions of the wilderness areas.

Vehicle access to the boundary of the Hemingway-Boulders Wilderness is by Forest Road 146 (North Fork Big Wood River), from State Highway 75, and Forest Road 120, an extension of the East Fork of the Salmon River Road. These roads are well maintained and gravel-surfaced. West Pass Creek Road (Forest Service Road 063) provides access from the north to more primitive access in the wilderness. A number of short roads also exist off of Highway 75 that end at the wilderness boundary and are some of the primary access points for winter recreation.

Air Quality - This management area lies within Montana/Idaho Airsheds ID-17 in Custer and Blaine Counties. Idaho Department of Environmental Quality regulates air quality in the state and the Forest Service participates in coordinated smoke management as a member of the Montana/Idaho State Airshed Group for wildland fire. The intent of the Montana/Idaho Airshed Group smoke management program is to minimize or prevent smoke impacts while using fire to accomplish land management objectives.

The White Clouds and Hemingway-Boulders Wilderness areas are designated as Class II airsheds, meaning that National Ambient Air Quality Standards for Class II areas (most of the United States) apply to them. They are bracketed by the nearby Sawtooth Wilderness, Craters of the Moon National Monument, and the Selway-Bitterroot Wilderness, all federal Class I areas. The highest level of protection from air pollution impacts is provided to these Class I areas, which are monitored through visibility monitoring Interagency Monitoring of Protected Visual Environments (IMPROVE) sites. These three IMPROVE sites are reasonable approximations of visibility conditions in west central Idaho, including the White Clouds and Hemingway-Boulders Wilderness areas, and have documented good visibility with periodic reduction during periods of active wildfire.

In addition to information provided by the nearby IMPROVE monitors, lichen monitoring in the Sawtooth Wilderness provides managers with information regarding potential deposition impacts and current conditions affecting wilderness resources that may be affected by air pollution. Late winter snowpack samples provide a very useful metric of chemical deposition from all transport sources (short and long range) through the late fall and winter period. Snow chemistry is cooperatively monitored with the USGS Water Resource Division in Colorado at sites at Banner and Galena Summits. Analysis of snow collected at these sites shows generally low amounts of contaminants. Another key component of the nearby Sawtooth and Frank Church-River of No Return Wilderness air quality monitoring has been lake chemistry sampling. Lake chemical records can indicate changes in a lake's composition, which in sensitive lakes is very diagnostic of atmospheric chemistry. These data is reflective of conditions in less sensitive

Challis Volcanics bedrock as well as the more sensitive granitic bedrock of the Idaho Batholith found in this management area.

Soil, Water, Riparian, and Aquatic Resources - Elevations range from 5,943 feet on the Salmon River to 11,815 feet atop Castle Peak. Three major mountainous areas lie within Management Area 21: Boulder Mountains, East Fork Salmon River Mountains, and the White Cloud Peaks. These mountains are derived from a range of geologic parent material in which glaciation and fluvial processes have resulted in a variety of landforms. Slopes range from near vertical to 45 percent in the glaciated highlands and from 0 to 35 percent in the glacial and fluvial outwash areas. The surface geology is a mix of Idaho Batholith granitics, Challis volcanics and remnant Paleozoic metasedimentary rocks. Soils generally have moderate to high surface erosion potential, and productivity is low to moderate. Subwatershed vulnerability ratings range from low to high, with the majority being low (see Table 1 below). Geomorphic Integrity ratings for the subwatersheds vary from high (functioning appropriately) to moderate (functioning at risk) to low (not functioning appropriately), with the majority being moderate (see Table 1 below).

Localized impacts are occurring, primarily from livestock grazing, dispersed recreation, and past mining activities. These impacts include soil instability, compaction, and reduced productivity, as well as accelerated sediment and stream channel modification which can be individually severe.

This management area comprises portions of five watersheds in the Upper Salmon River Subbasin and three watersheds in the Big Wood River Subbasin. Streams in the Basin-Casino, Warm Spring Creek, and Squaw-Slate Watersheds drain directly north into the Salmon River. Streams in the Big Lake-Boulder and Upper East Fork Salmon River Watersheds drain into the East Fork Salmon River, which flows north into the Salmon River. The three southern watersheds drain into the Big Wood River, which flows south towards the Snake River. The major streams in the area are the East Fork Salmon River, Warm Springs Creek, Slate Creek, Big Boulder Creek, Little Boulder Creek, Germania Creek, West Pass Creek, as well as the North Fork of the Big Wood River. Many alpine lakes occur in the area, including Big Boulder Lakes, Boulder Chain Lakes, Chamberlain Basin Lakes, and Amber Lakes. Water Quality Integrity ratings for the subwatersheds vary from high (functioning appropriately) to moderate (functioning at risk) to low (not functioning appropriately), with the majority being moderate (see Table 1 below).

There are localized accelerated sediment impacts from dispersed recreation, livestock grazing and historic mining. Three of the 18 subwatersheds in this area were listed in 2012 as having impaired water bodies under Section 303(d) of the Clean Water Act. These subwatersheds are Slate Creek, Wickiup-Sheep, and Harden-Rough Creek. The pollutant of concern was sedimentation/siltation for the Harden-Rough waterbodies as well as not meeting criteria for combined habitat/bio-assessments (cold water aquatic life & salmonid spawning) for the Slate and Wickiup-Sheep waterbodies. There are currently no TMDL-assigned subwatersheds associated within this management area.

Table 1: Watershed Conditions

Subwatershed Vulnerability			Geomorphic Integrity			Water Quality Integrity			No. 303(d) Subs	No. Subs With TMDLs	No. Public Water System Subs
High	Mod.	Low	High	Mod.	Low	High	Mod.	Low			
3	5	10	1	12	5	0	17	1	3	0	0

Within the Salmon River subbasin, the lower segments of several of this management area's larger streams support spawning and rearing habitat for Chinook salmon and steelhead. Bull trout occupy these same segments and extend upstream towards the headwaters. All three species are listed and protected under the Endangered Species Act (ESA), and critical habitat has been designated. Within the area, critical habitat for Chinook salmon and steelhead is located primarily within Warm Springs Creek, and the East Fork Salmon River and its tributaries. Bull trout critical habitat occurs in these same segments but also extends upstream to headwater reaches. A strong local population of bull trout exists within the upper Warm Springs Creek subwatershed. The East Fork Salmon River, and Warm Springs Creek, and their tributaries also provide spawning, rearing, and migratory habitat for westslope cutthroat trout- a Region 4 sensitive species. Within the Big Wood Basin and portions of the southern Hemmingway-Boulders Wilderness area, Wood River Sculpin occur. Wood River Sculpin are an endemic species to the Big Wood drainage and are listed as a species of concern by Idaho Fish and Game.

Many of the high alpine lakes within the wilderness areas have hatchery-stocked recreational fisheries, with species including cutthroat trout, non-native eastern brook trout, golden trout, rainbow trout, and arctic grayling. These lakes have been regularly stocked to provide fishing opportunities. Impacts to native aquatic species and habitats can occur from the introduced stocked species and increased recreation use of these habitats. Aquatic habitat around these lakes is functioning at risk in some localized areas due to past and present impacts from trail alignments, dispersed recreation, livestock grazing, and historic mining. Native fish and amphibian populations are at risk from the presence of non-native fish species and the habitat impacts described above.

The Wickiup-Sheep, Big Boulder Creek, Upper East Fork Salmon, Germania Creek, Slate Creek, Prospect-Robinson Bar, Swimm-Martin, Upper Warm Springs, North Fork Big Wood-Murdock, and Upper North Fork Big Wood River subwatersheds have been identified as important to maintaining or restoring strong populations of native species and the recovery of listed fish species.

Wildlife Resources - Antelope, elk, mule deer, bighorn sheep in spring, fall, and winter, several migratory bird species, and habitat for pygmy rabbit are found in shrublands. Area forests provide habitat for the ESA-listed Canada lynx, and a number of Region 4 Sensitive species, including northern goshawk, flammulated owl, common loon, great gray owl, boreal owl, three-

toed woodpecker, Townsend's big-eared bat, wolf, fisher, several migratory bird species, and management indicator species including pileated woodpecker. High elevation alpine areas provide habitat for bighorn sheep in the spring and summer and mountain goats year-round. The management area also provides habitat for wolverine, which is proposed for ESA-listing. Much of the area provides nesting and foraging habitat for migratory land birds, and general habitat for wide-ranging mammals such as bear and mountain lion. Gray wolves were re-introduced near here in 1995 and 1996, and a pack has become established in the area.

Terrestrial habitat is functioning at risk in some areas due primarily to human-caused disturbance, grazing impacts, and long-term fire exclusion, which has altered some habitats. Increasing recreation has increased disturbance to wildlife populations. Recreational impacts, such as campfires, large group sizes, unauthorized user-developed routes and recreational stock use are impacting wildlife and may be creating conflicts within bighorn sheep prime summer range. The risk of disease transmission between pack goats and bighorn sheep is also a concern. Introduced spotted knapweed and other non-native species are affecting sagebrush communities and other habitats. Current livestock grazing in some areas is not allowing localized areas of grazing impacts to recover.

Idaho's Comprehensive Wildlife Conservation Strategy (CWCS) was completed in 2005 and provides a framework for conserving State 'Species of Greatest Conservation Need' (SGCN) and the habitats upon which they depend. The Forest assisted the State in identifying focal areas, or areas known to be important for SGCN. A large portion of the management area falls within the Boulder-White Clouds focal area, or biologically important area. The wilderness areas within this focal area contain core habitat for terrestrial wildlife species including wolverine, mountain goat and bighorn sheep.

Vegetation - An estimated 9 percent of the management area is non-forested, or covered by grassland, shrubland, meadows, rock, or water. Much of this percentage is comprised of the Mountain Big Sagebrush, Montane Shrub, and Alpine/Dry Meadows vegetation groups. The main forested vegetation groups are High Elevation Subalpine Fir (32 percent), Warm Dry Subalpine Fir (20 percent), Cool Dry Douglas-Fir (10 percent), and Persistent Lodgepole Pine (10 percent). Aspen is a minor but important component in the Warm Dry Subalpine Fir and Cool Dry Douglas-Fir groups. Whitebark pine is an important component of the High Elevation Subalpine Fir group.

The Montane Shrub group is near properly functioning condition, although older age classes dominate structure due to livestock grazing impacts, non-native invasive species, and conifer encroachment. The Mountain Big Sagebrush group is functioning at risk in localized areas due to livestock grazing impacts, non-native invasive plant species, and conifer encroachment.

Alpine and Dry Meadows are functioning at risk in some areas because of historic grazing impacts, non-native invasive plant species, and conifer encroachment. Grass montane and alpine sparsely vegetated group is near properly function condition, although soil loss and compaction due to livestock grazing and recreation impacts exist in some areas.

High Elevation Subalpine Fir is functioning at risk where fire exclusion has allowed the more shade-tolerant subalpine fir to increase in density, to the detriment of the whitebark pine component. Whitebark pine is being affected by climate variations, insects, disease, and altered fire regimes.

The Warm Dry Subalpine Fir, Cool Dry Douglas-Fir, and Persistent Lodgepole Pine groups are functioning at risk where fire exclusion has resulted in older, more decadent stands with more climax species and less early seral species, particularly aspen.

Aspen is present in pure stands and mixed with Douglas-fir and lodgepole. Many stands are dying out due to environmental reasons, and in localized areas due to past management practices including but not limited to: conifer encroachment, fire exclusion, and livestock grazing impacts. Fire hazard is increasing in Douglas-fir and lodgepole stands due to increasing mortality from Douglas-fir beetle and mountain pine beetle outbreaks, and increasing fuel loads.

Riparian vegetation is functioning at risk in localized areas due to loss of vegetation and stream and floodplain alterations from dispersed recreation sites and grazing. Recreational impacts, such as campfires, large group sizes, user-developed routes and recreational stock use are impacting sensitive, high elevations lakes, riparian areas, vegetation (e.g. alpine plant communities, and whitebark pine). Dead and down wood levels are low in areas with dispersed camping due to fuelwood gathering. Native mesic/hydric plant communities have transitioned to species found in drier habitats in localized areas due to livestock grazing. Fire exclusion has had the cumulative effect of reducing wet meadows.

Botanical Resources – Region 4 Sensitive species, White Cloud milkvetch, whitebark pine, slender moonwort, and Marsh's bluegrass are found in this management area. Forest Watch plant species in the management area include northern sagewort, wedge-leaf saxifrage, Mt. Shasta sedge, and pointed draba/rockcress draba. No federally listed or proposed plant species are known to occur in the area, except whitebark pine which occurs at high-elevations throughout the management area.

Non-native Plants - Spotted knapweed, diffuse knapweed, scotch and Canadian thistle, yellow toadflax, black henbane, and dalmatian toadflax occur in the management area or adjacent to boundaries. The main species of concern are Dalmatian and yellow toadflax, found in small, scattered populations, and spotted knapweed along travel corridors. Areas adjacent to trails, roads and high use areas highly susceptible to invasion and spread of noxious weeds and exotic plants.

Fire Management - During the last 20 years, 24 wildfires have burned 10,921 acres. Of these fires, 17 were caused by lightning (71%) and 7 were caused by campfires (29%). The majority of the acreage burned occurred during the 2005 Valley Road Wildfire, which burned into what is

now designated as the White Clouds Wilderness. Historically, a full suppression strategy has been used on the majority of fires across the management area.

All wildfires caused by campfires occurred less than a mile from a trail or lake. Compared to surrounding management areas, fewer fires have historically occurred in what is now designated wilderness and there is a higher percentage of wildfires caused by lightning. The trailheads, campgrounds, roads, and high use recreation areas surrounding both the Hemingway-Boulders and White Clouds Wilderness areas have historically had more ignitions and a higher percentage of human-caused fires compared to the wilderness areas themselves. This trend may influence the probability of a wildfire burning into designated wilderness.

Historically, the fire regime within both the Hemingway-Boulders and White Clouds Wilderness areas can be characterized as having infrequent, large fires that burn with relatively high severity. Fire intervals, or the time elapsed between fires occurring, ranges from 70-300 years across the majority of each wilderness area. Tree mortality greater than 50% is common, although patches of unburned vegetation or low severity typically occur within the perimeter of large wildfires. Historically, there has been a high degree of variance in the fire interval and fire size, largely due to climate variability and/or climate change.

Substantial mortality has occurred in lodgepole and whitebark pine communities over the last 10-15 years as a result of a mountain pine beetle outbreak. In many locations within the management area, there is now an abundance of snags and surface fuels that make high intensity fire and increased patch size of high severity more likely. However, overall vegetation conditions in the majority of the management area are still within the natural range of variability, largely due to the relatively long fire return interval. Approximately one third of the vegetation conditions are moderately departed from their historical range. Fire exclusion has had an effect across both wilderness areas, but the overall impact on vegetation communities and fuel loading has been lower compared to vegetation communities that historically burned with higher frequency and lower intensity.

Rangeland Resources - This area contains part or all of three cattle allotments, two sheep allotments, and the Ketchum-Stanley sheep driveway. The Warm Springs Meadow allotment (cattle) is closed. An estimated 2,138 acres are considered capable for livestock grazing. This represents an estimated 0.01 percent of the Forest's capable rangeland. These two wilderness areas represent 6 percent of the Sawtooth NRA's capable rangeland.

Per the 2003 Record of Decision, Lower East Fork Allotment allowed use is 590 Head Months (HMs) of livestock grazing until such time as which conditions are met in the Boulder Creek Unit, Sullivan, and Potaman Creeks in the French Creek Unit. Once the Boulder Creek Unit, Sullivan Creek and Potaman Creek areas have met recovery standards, livestock grazing would again be authorized in these areas providing 962 HMs of grazing use on the allotment as long as conditions continue to be met. As required by Record of Decision for the East Fork Allotment Management Plans Analysis, as much as 15 miles of new fence may be installed within the

Boulder and Big Lake units. All fencing must be completed before allowing 962 HMs of grazing to ensure no grazing occurs above 9,000 feet elevation.

The 2003 Record of Decision for the Upper East Fork permit states: Implementation of the selected alternative, will provide for 349 HMs of livestock grazing use until such time as riparian conditions are met in upper Bowery Creek. Grazing strategies may vary and management of individual pastures will be determined in the Annual Operating Instructions (AOI's) to meet management direction and grazing standards. Once upper Bowery Creek meets recovery standards, livestock grazing would again be authorized in this area providing a 553 HMs of grazing use on the allotment as long as conditions continue to be met.

There are two water troughs, three fencelines, and one exclosure, in the Upper East Fork allotment within the Hemingway-Boulders Wilderness, and one exclosure, two fencelines, and two troughs in the Lower East Fork Allotment within the White Clouds Wilderness.

Mineral Resources - Mining and prospecting have historically occurred in the Big Boulder Creek, Washington Basin, Germania Basin, Cherry Creek and West Pass Creek areas. A minor level of personal mineral collecting occurs within the management area.

Subject to valid existing rights, all federal lands located in wilderness are withdrawn from all forms of mineral entry, location, leasing and patent. Public Law 92-400, the enabling legislation creating the Sawtooth NRA on August 22, 1972, withdrew those federal lands from mineral entry; however, valid existing rights established prior to the 1972 date for those SNRA lands incorporated within the new wilderness are preserved. There are 55 unpatented mining claims that occur within the wilderness management area with valid existing rights as of the 1972 SNRA withdrawal. While no active mineral exploration or mining occurs the potential for mineral development may be considered moderate.

Lands and Special Uses – Non-recreation lands and special uses permits and issues include diversions and associated facilities, various research permits and commercial filming. There are no private inholding within these areas.

Recreation Resources - The White Cloud and Boulder Mountains provide outstanding solitude and primitive recreation opportunities. A variety of dispersed recreational activities occur throughout the area including hiking, backpacking, stock packing, hunting, fishing, hiking, horseback riding, backcountry skiing, wildlife viewing, photography, and mountaineering. This management area is in Idaho Fish and Game Management Units 36, 36A, and 48.

There are approximately 95 miles of trail within the White Clouds and Hemingway-Boulders Wilderness areas, ranging from a minimally developed Class 1 trail to a more developed Class 3 trail, providing a variety of wilderness trail opportunities (for trail standards see USDA Forest Service, 2008, Trail Class Matrix). Additionally both wilderness areas offer extensive opportunities for off-trail exploration that supports opportunities for challenge, risk and solitude.

Due to landscape and topographic features, most recreational use is funneled toward lake basins in sensitive, high-elevation zones. As a result, certain areas receive relatively high and concentrated recreational use; predominantly at Boorn Lakes, Chamberlain Lakes, Boulder Chain Lakes and Big Boulder basin in the White Clouds Wilderness. This use has resulted in soil compaction, fire scarred rock, loss of and damage to vegetation and ground cover, and increased erosion.

Some campsites or stock tie areas have become denuded of dead and downed wood, and living trees have been damaged by recreationists. Whitebark pines are being consumed for fuelwood and used by visitors to build campsite structures. Campfire rings and the associated scars and trash appear throughout the area, including at low use and sensitive high alpine areas. The current group size limit of 20 persons and 25 head of stock (Special Order 0414-04-034) is greater than most campsites can accommodate without unacceptable impact to resources; including development of unauthorized user-developed routes, campsite expansion and sanitation concerns, particularly within sensitive environments such as the high alpine lakes. Trailhead registration and wilderness ranger contacts indicate that the existing group size is often exceeded, particularly at popular destinations. Research shows that large groups affect solitude of other users.

Recreational stock use, primarily horses and mules, is concentrated on developed trails. Current regulations limit pack and saddle stock to 25 head in one group. Even with these limitations recreational stock use and recreational grazing at high elevation lakes is impacting soil, vegetation, including whitebark pine, riparian processes and aquatic biota. Some conflicts between general recreation and recreational stock uses occur due to stock waste, vegetation damage and trail encounters.

Few recreation developments are found in the management area. Trail structures are typically limited to puncheons and turnpikes made of native materials; however, one structural timber bridge was installed as part of an accessible trail development on Murdock Creek Trail in the Hemingway-Boulders Wilderness prior to designation. In an effort to concentrate impacts caused by recreational stock, nine stock tie areas are designated in high use portions of the White Clouds Wilderness. These sites are provided with either hitching posts or cable highlines. Signs are placed at trail junctions and to identify stock tie areas. Campsites are undesignated, primitive sites with no developments.

No motorized trails or roads were closed as a result of wilderness designation. However, all trails were closed to mechanized use, including some previously used by mountain bikers. Some use continues illegally, primarily on Castle Divide (Trail 047) and Antz Basin/Warm Springs (Trail 671).

In some places, roads and motorized trails define the boundary of the White Clouds and Hemingway-Boulders Wilderness areas; notably Rough Creek (Trail 647), Garland Lakes/Martin Creek (Trails 646 and 648), Germania Creek (Trail 111), Frog Lake Loop (Trails 047 and 682),

South Fork of the East Fork of the Salmon River (Trail 112) and North Fork Wood River road. Slate Creek and West Pass Creek roads and Warm Springs Trail “cherry-stem” into the wilderness. Pre-existing vehicle routes accessing dispersed campsites, and unauthorized, user-developed routes intrude on the wilderness boundaries and are negatively affecting the recreational experience and wilderness resource. Some areas of concern include the North Fork of the Big Wood River, Upper East Fork of the Salmon River, Lower Warm Springs and Slate Creek. During the winter months, snowmobilers are drawn to high elevation heavy snowpack and boundaries are difficult to sign. The sights and sounds of motorized and mechanized uses can penetrate into the wilderness and affect visitor’s experience. These factors present a range of management challenges including the potential for motorized or mechanized incursions.

Permitted livestock grazing may impact recreational experiences in areas where active allotments exist. Impacts include livestock waste, vegetation trampling and trails, negative interactions with guard dogs, and the presence of developments such as fencing and water troughs.

Five outfitters operate under special use permit in the White Clouds Wilderness offering hiking, mountain climbing, skiing, horse packing, hunting and fishing opportunities. Of these, three also operate in the Hemingway-Boulders Wilderness. Two assigned outfitters campsites are located in the White Clouds Wilderness and one is in the Hemingway-Boulders Wilderness. These sites have some development, including tent and stock structures. Temporary outfitting and guiding occurs in these areas with types and amount of use varying year to year.

Management presence typically includes two to four wilderness rangers and a trail maintenance crew that split their time between the Sawtooth, White Clouds and Hemingway-Boulders Wilderness areas. Several non-profit organizations lead volunteer trail maintenance and reconstruction projects. Volunteers are also used to augment ranger patrols and support the Wildlands Education Program, providing information and education to users prior to their wilderness visit and in the backcountry.

Cultural Resources – Cultural themes in this area are represented by prehistoric occupation, Euro American exploration, trapping, mining, ranching, and recreation. Native American Tribes continue to utilize the tributaries of the Salmon River and other natural resources in this region. Certain peaks within the new Wilderness are known to be sacred for these Native American Tribes. Historic activities beginning in the 1870’s, such as mining and ranching, have left related installations or structures that may be considered for historic value. The high elevation lakes within the management area have been a destination area for recreation since the establishment of the Forest Service in 1906. Current impacts to cultural resources include vandalism and illegal collection of cultural artifacts.

MANAGEMENT DIRECTION

General Direction

The Wilderness Act provides general direction for managing wilderness and protecting wilderness values. The Act states that wilderness areas “...secure, for the American people of present and future generations, the benefits of an enduring resource of wilderness... unimpaired for future use and enjoyment as wilderness.” It further states that Congress intended to manage these wildernesses so that “...the earth and its community of life are untrammelled by man...” Wilderness is defined as an area “retaining its primeval character and influence...” and it “...appears to have been affected primarily by the forces of nature, with the imprint of man’s work substantially unnoticeable; has outstanding opportunities for solitude or a primitive and unconfined type of recreation...” and “may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.”

The FS manages wilderness to meet the five primary objectives, as outlined in the FSM 2300 Chapter 2320—Wilderness Management. The BLM is guided by the objectives (referred to as goals in the BLM manual) for the management of wilderness, as defined in Appendix 1 of the BLM wilderness management planning manual (BLM Manual 8561¹). Forest Service manual direction and BLM manual direction are compatible.

Desired Condition

The Sawtooth Forest Plan sets forth the following desired condition for designated wilderness.

People visiting wilderness within the National Forest can find outstanding opportunities for primitive and unconfined recreation, including exploration, solitude, risk, and challenge. The area is primarily affected by the forces of nature, with man’s imprint substantially unnoticeable.

The two wilderness areas covered in this Plan possess the qualities inherent in wilderness, and were therefore, designated by Congress as wilderness. The mandate from the Wilderness Act for each agency is to preserve wilderness character. This mandate is reiterated in the desired condition for wilderness as described above from the Sawtooth Forest Plan. This desired condition applies to the Hemingway-Boulders and White Clouds Wilderness area.

The Sawtooth Forest Plan includes the following Forest-wide Goals, Objectives, Standards, and Guidelines, specific to designated wilderness.

¹ If revised, manual number may change.

Direction	Number	Management Direction Description
Goal	WRGO01	Protect wilderness values as defined in the 1964 Wilderness Act. Improve opportunities and experiences through the development of wilderness management plans, partnerships with permittees and user groups, and interpretive and educational opportunities.
Objective	WROB02	Manage high mountain lakes within designated wilderness to be consistent with policies for fish and wildlife management in National Forest and Bureau of Land Management wilderness (Forest Service, BLM, and AFWA, June 2006 ²). Jointly develop management agreements with the Idaho State Fish and Game Department for such areas.
Guidelines	WRGU01	Use public education and interpretation programs to foster wilderness values, and to maintain environmental qualities and primitive recreation experiences.

Management Prescription Category 1.1 - Existing Wilderness

Management Prescription Categories (MPC) are established in the Forest Plan. MPC 1.1 applies to all areas on the Sawtooth National Forest designated by Congress as wilderness. The main management objective is to preserve wilderness attributes, including natural appearance, ecological integrity, opportunities for solitude, opportunities for primitive recreation, and identified special features. The area is managed to allow ecological processes to prevail, with little or no evidence of human development.

Standards

Management actions shall be designed and implemented in manner that protects wilderness character.³

Mechanical vegetation treatments, including salvage harvest, are prohibited.

Road construction or reconstruction may only occur where needed and determined to be the minimum necessary:

- a) To provide access related to reserved or outstanding rights, or
- b) To respond to statute or treaty.

² Updated from the Forest Plan direction to reflect new agreement date.

³ Editorial change to remove incorrect reference. Original language: Management actions shall be designed and implemented in accordance with the Frank Church--River of No Return Wilderness Management Plan.

Fire suppression strategies and tactics shall be in accordance with the appropriate wilderness management plan.⁴

Additional management guidance for the Sawtooth NRA may be found in the Sawtooth Forest Plan. This management direction must also be followed (e.g. forest-wide guidance, or substantial impairment evaluation), in addition to the following wilderness management direction.

⁴ Editorial change to remove incorrect reference. Original language: Fire suppression strategies and tactics shall be in accordance with the Frank Church - River of No Return Wilderness Management Plan.

PROPOSED ACTION

The following management direction is intended to programmatically guide management of the Hemingway-Boulders Wilderness and White Clouds Wilderness. Implementation of individual, site-specific projects will depend on annual budgeting and completion of site-specific NEPA analysis. The intent of the management direction is to help protect, perpetuate and improve wilderness character.

Management direction detailed in this section is to be applied across the entire Management Area 21, and the BLM portion of the White Clouds Wilderness. The section “Management Zones” establishes zones and describes varying direction by zone.

This direction will amend the Forest Plan. The majority of the direction is new, as these areas are newly designated as wilderness. Some direction, indicated with an asterisk (*), has been carried forward, generally *with modifications*, from previous management area direction in the Forest Plan.

Management direction follows the numbering convention established in the Forest Plan. The first two numbers indicate the management area, in this case 21. The subsequent numbers increase numerically from 01 (e.g. 2101, 2102); however, the numbers appear out of order, as the numbering convention reflects the organization that will appear in the Forest Plan amendment. Here the wilderness section is brought forward, as it sets the stage for the resources that follow.

Wilderness

The direction in this section applies to only the Hemingway-Boulders and White Clouds Wilderness areas. Management direction for the Sawtooth Wilderness is located in Appendix I of the Sawtooth Forest Plan.

Goals

- 2195 Protect and enhance wilderness character.
- 2196 All resources and uses within the wilderness would be managed and coordinated in a manner that recognizes the interrelationships of these components and their effect on wilderness character.
- 2197 Preserve the untrammeled quality of wilderness character by refraining from the deliberate manipulation or management of the biophysical environment except as necessary to protect overall wilderness character, to preserve human life or to accommodate other activities in compliance with applicable laws.

- 2198 Provide for outstanding opportunities for solitude or primitive and unconfined recreation as long as visitor uses can be offered without degradation to overall wilderness character, other significant resources, or public purposes of wilderness.
- 2199 Promote the natural quality of wilderness character by allowing natural process to dominate.
- 21100 Allow for special provision land uses determined by the Wilderness Act or designating legislation while minimizing developments, degradation to naturalness, and other impacts to wilderness resources.
- 21101 Preserve and enhance the undeveloped quality of wilderness character by removing nonconforming and/or unnecessary facilities and installations and minimizing human-caused surface disturbances.
- 21102 Manage the FS and BLM portions of the White Clouds Wilderness through a single management plan to provide a maximum amount of management consistency in wilderness protection across administrative boundaries.

Objectives

- 21103 Where possible, management between the FS and BLM, including any regulation of visitor uses, would appear seamless to the public. Where differences in agency policy occur, and if allowable by law, regulation, or policy, the plan will endeavor to apply the more strict policy to the adjacent land of the other agency.
- 21104 The BLM and FS will assist one another in wilderness management activities including education and public outreach, recreation use, emergency management, law enforcement, fire management and monitoring.
- 21105 Incorporate partners and volunteers to accomplish work in these wilderness areas.

Standards

- 21106 Implement proposed actions only when necessary to meet minimum requirements for the administration of the areas as wilderness and to have the least impact to wilderness character. The use of an MRA is required for any action that includes a prohibited use as described in Section 4(c) of the Wilderness Act, or for other actions that may impair wilderness character.
- 21107 Existing structures, developments, and installations would be removed unless they are determined to be the minimum necessary for the administration of the area as wilderness, or are:
- a) Associated with valid existing rights,

- b) Authorized range developments; or
 - c) Of significant historical or cultural value.
- 21108 Consider effects to opportunities for unconfined recreation when developing visitor use restrictions.
- 21109 Restoration activities in the wilderness would rely on natural processes to maintain ecosystem functions, whenever possible. Where human activities have altered conditions, active management may be considered if it is determined through an MRA in conjunction with the Framework for Evaluating Ecological Intervention in Wilderness to be the minimum necessary for the administration of the area for the purposes of the Wilderness Act.
- 21110 Keep administrative flights that cannot avoid airspace over wilderness to the minimum necessary, and at the highest level possible (minimum 500 AGL) to minimize disturbance to wilderness character.
- 21111 Where reseeding or replanting is determined necessary, use locally sourced native seed or plants.
- 21112 Permanent roads would be removed (or allowed to restore naturally, if that would be less harmful to overall wilderness character) if the valid existing right or other permitted use is retired or otherwise ends.
- 21113 Management zones are established in this Plan. Revision to zone boundaries would require a Forest Plan amendment or NEPA analysis for the BLM portion of the White Clouds Wilderness.
- 21114 If total campsite or individual encounters increase by 10% or more per zone, assess impacts and make a determination if future management actions are needed to maintain wilderness character. (See Wilderness Monitoring Section.)
- 21115 If campsite density or average condition impact score increases by 5% or more per zone, assess impacts and make determinations if future management actions are needed to maintain wilderness character. (See Wilderness Monitoring section.)
- 21116 User-developed routes (i.e. unauthorized trails): If total miles of user-developed routes increases by 1% or more per zone, assess impacts and make determinations if future management actions are needed to maintain wilderness character. (See Wilderness Monitoring section.)

Guideline

- 21117 Utilize natural openings for helicopter landing areas, such as when needed for fire, or emergency operations, to avoid impacts to wilderness character and to minimize intrusions.

Air QualityGoals

- 2101 Assure that air quality over the wilderness is protected from pollution in excess of established standards.

Objectives

- 2102 Monitor visibility to determine baseline air quality information through existing IMPROVE sites.

Guidelines

- 2103 Identify Wilderness Air Quality Values (WAQV) in an Air Quality Management Plan.
- 2104 Evaluate potential effects of proposed pollution sources for violation of Class II Prevention of Significant Deterioration standards.
- 2105 Conduct monitoring procedures in a manner compatible with the preservation of wilderness character.

Soil, Water, Riparian, and Aquatic ResourcesGoals

- 2106 Protect soil, water, riparian and aquatic resources to preserve the natural and untrammeled qualities of wilderness.
- 2107 Maintain soil quality and long-term soil productivity by maintaining soil porosity, organic matter, hydrologic function (infiltration, water table, drainage, percolation, etc.), and buffering capacity (soil filtering and chemical regulation properties).

Objective

- 2109* Within the Germania Creek subwatershed, protect the habitat for the isolated and endemic bull trout population above the falls on Germania Creek.

- 2110* Reduce effects to fish habitat and water quality from livestock grazing within the tributaries of the East Fork Salmon River, and Slate Creek subwatersheds. The Upper East Fork Salmon subwatershed is the priority.
- 2111* Protect spawning and rearing areas within streams and rivers during critical spawning and incubation periods. The Upper East Fork Salmon subwatershed is the priority.

Wildlife Resources

Goal

- 2112 Allow natural processes and the forces of natural selection to be the primary factors determining the diversity of wildlife and fish species and their habitats.

Objectives

- 2113 Ensure healthy, viable, and naturally distributed wildlife populations in an effort to retain the areas' natural quality.
- 2114* Provide for high-quality mountain goat and bighorn sheep habitat by reducing summer and fall forage competition between domestic livestock where allotments overlap mountain goat and bighorn sheep habitat.
- 2115 In coordination between the land management agency and the State, fish stocking in currently fishless lakes or in lakes that have never been stocked is discouraged.
- 2116 Minimize contact between domestic animals (e.g. pack goats, dogs) and bighorn sheep.

Standard

- 2117 Exotic species of fish would not be stocked in wilderness.
- 2118 If Idaho Department of Fish and Game monitoring data for population trend shows that contact between bighorn sheep and domestic animals is occurring, the FS or BLM, in cooperation with Idaho Department of Fish and Game, would identify appropriate means for reducing the risk of contact.

VegetationGoal

- 2119 Natural ecological process would be allowed to define the composition and abundance and distribution of native biotic communities.

Objective

- 2120 Restoration activities may be considered and evaluated to return native biotic communities to natural patterns of abundance and distribution in areas where conditions are unable to recover naturally from human-caused disturbance.

Botanical ResourcesGoal

- 2121* Protect whitebark pine populations.

Objective

- 2122* Manage fire suppression tactics, livestock grazing, mining activities, recreational stock use, dispersed camping, firewood collection for personal use, or trail construction and maintenance to minimize impacts to whitebark pine.

Non-native PlantsGoal

- 2123 Minimize impacts to the untrammeled quality of wilderness character while effectively treating non-native, invasive plant species to maintain the natural quality.

Fire ManagementGoal

- 2124 Lightning-caused fire is permitted to play its natural role in ecosystem function.

Objectives

- 2125* Prescribed fire within the wilderness may be used to mitigate the risk of wildfires impacting urban interface or natural resource values outside of wilderness. Adhere to agency specific policy and processes (manual direction, instruction memorandums, directives) when making the determination to use prescribed fire.

- 2126 Response to a wildfire fire in or near wilderness would consider the full range of fire management strategies and tactics (ranging from monitoring to full suppression) to preserve wilderness character, with secondary benefit to multiple resources.
- 2127* Identify areas appropriate for wildfire. Use wildfire to restore or maintain natural vegetative conditions. When delineating areas appropriate for wildfire fire, account for spatial and temporal changes in vegetation and fuels that affect the relative risk of wildfire fire impacting urban interface and other fire-affected values both within and outside of wilderness.
- 2128* Enhance public awareness and support through educational programs about the role of fire in the ecosystem and fire's role in maintaining wilderness character.
- 2129* Coordinate with adjacent land managers to develop compatible fire management strategies.
- 2130 Disturbance caused by fire suppression actions should be returned to as a natural a condition as possible.
- 2131 Assign a resource advisor with knowledge, training, and/or experience in wilderness management to fires, as appropriate.

Guideline

- 2132 Avoid locating temporary wildfire management support (e.g., spike camps, landing areas) in wilderness. When needed to best provide for firefighter or public safety, impacts to wilderness should be considered and sites should avoid Zone 1, when feasible.

Rangeland Resources

Goal

- 2133 Provide for continued livestock grazing in wilderness in a manner that minimizes impacts to wilderness character.

Objectives

- 2134 Consider the wilderness resource when preparing or modifying range permits, annual operating instructions and allotment management plan.

Standards

- 2135 Follow Congressional Grazing Guidelines (House Report 96–617 and House Report 105-405 Appendix A), the Forest Service Manual Chapter 2320 (Wilderness Management), the Sawtooth Forest Plan, the Challis RMP and applicable amendments, BLM Manual 6340 and 43 CFR 4100.
- 2136 Use of motor vehicles for routine livestock monitoring, herding, and gathering is prohibited.
- 2137 Routine livestock management activities in wilderness, including maintenance, would normally be accomplished by non-motorized, non-mechanized means. Requests by grazing permittees for occasional use of motorized or mechanized equipment or vehicles would be evaluated on a case-by-case basis, and based on a rule of practical necessity and reasonableness.
- 2138 Require the use of natural materials in reconstruction or replacement of existing facilities, if their use would not impose unreasonable added cost. An exception is when use of other materials would require less frequent motorized or mechanized access to perform maintenance.
- 2139 New range improvements would be permitted by the USFS or BLM only for the purpose of enhancing the protection of wilderness character.
- 2140 Use of irrigation or water spreading only to maintain livestock grazing operations, and only where practiced prior to the designation of wilderness.
- 2141* Livestock fences must provide for big-game passage.
- 2142* Forage utilization for riparian areas would not exceed 30% use of most palatable forage species, or must retain a minimum 6” stubble height of hydric greenline species.

Guideline

- 2143 Wildlife damage control measures, including predator control, would be reviewed by the federal agency to determine the method(s) to be used pursuant to cooperative agreements or memoranda of understanding. Actions that would involve uses generally prohibited under Section 4(c) of the Wilderness Act would be considered and may be authorized if determined the minimum necessary. The authorized agency implementing control measures would provide post action reporting to FS/BLM. (FSM 2323.33c, and BLM Manual 6340 1.6C 21.c.vii)

Mineral and Geologic ResourcesGoals

- 2144 Preserve the wilderness environment while allowing activities for the purpose of gathering information about mineral resources on existing mining claims.

Objective

- 2145 Provide direction for the management of mineral activities in wilderness where there are valid existing rights in accordance with agency directives and regulations.
- 2146 Mining operating plans would identify impacts to wilderness character and methods for its preservation. Reclamation efforts would serve to return the land as closely as possible to its natural condition.
- 2147 Ensure the restoration of lands disturbed during exploration and development activities as nearly as practicable promptly upon abandonment of operations.

Standards

- 2148 Permit information gathering activities that involve only very minor surface disturbance and are compatible with the preservation of the wilderness environment. Authorize these activities with a geologic exploration permit (FSM 2820; BLM 6340) or interagency agreement.
- 2149 Upon receipt of a Notice of intention to Operate or Proposed Operating Plan for exploration and development, determine if valid rights existed prior to mineral withdrawal and what rights are recognized. Mineral withdrawal dates were established by the acts designating the area as wilderness.
- 2150 Restrict collection of minerals for scientific use by special use permit only.
- 2151 Do not issue permits for the removal of mineral materials commonly known as common varieties under the Mineral Materials Act of July 31, 1947, as amended and supplemented (30 U.S.C. 601-604, 36 CFR 292.14(c)).

Lands and Special UsesGoals

- 2152 Special use permits that are allowed within the wilderness must be shown to meet an identified public need (including that they are necessary for realizing recreational or

other wilderness purposes), and to meet the agency's objectives and provide benefits to the wilderness resource.

- 2153 Allow for special provision land uses as determined by laws, regulations, and the agencies' policies and management plans, while minimizing developments, degradation to naturalness, and other impacts to the wilderness resource.

Objectives

- 2154 Provide for continued use of existing special use authorizations as long as such uses are consistent with the Wilderness Act and are in the public interest.

Standards

- 2155 Do not permit competitive events, training events, and contests (FSM 2323.13h; BLM Manual 6340 1.6 C. 13. d.).
- 2156 Proposals for commercial filming in wilderness would be evaluated consistent with FS policy (FSH 2709.11 45.51b), or most current policy, or BLM Manual 6340 (Section 1.6 C. 4), as applicable. In the evaluation of a proposal, the goals of each zone would be taken in to consideration and may influence where approval may be granted.
- 2157 Current stream diversions and facilities associated with State water rights would not be expanded and be evaluated with an MRA.

Recreation Resources

Goal

- 2158 Provide for the use and enjoyment of wilderness while maintaining outstanding opportunities for solitude or primitive and unconfined recreation through minimal visitor use restrictions and developments, as necessary to protect wilderness character.
- 2159 Continue to be proactive and adaptive when planning for and managing visitor use, including the physical and social setting, by using a variety of strategies and tools while preserving wilderness character. Use commonly accepted practices such as those laid out in the Interagency Visitor Use Management Framework (or more current strategy) to guide and inform the decision making process.

Objectives

- 2160 Limit conflicts and resource damage through indirect management techniques and education, but do not wait to implement direct management until wilderness character has been irretrievably degraded.
- 2161* Maintain existing opportunities for solitude by monitoring visitor use patterns that trigger need for additional management actions. Refer to the monitoring section below, and Chapter 4 of the Forest Plan for monitoring requirements.
- 2162 Establish a voluntary registration system to educate users of regulations, and determine use levels and patterns.
- 2163 Prevent unauthorized motorized and mechanized vehicle travel by managing vehicle access points, posting appropriate boundary signage, and blocking or rehabilitating unauthorized routes within wilderness by primitive means.
- 2164 Conduct law enforcement activities in a manner that minimizes impacts to wilderness character.
- 2165 Education and design (i.e., reconstruction and location of trails and campsites) are preferred law enforcement tools for ensuring compliance with regulations and recommendations.
- 2166 Manage trails and routes to prevent resource damage and to minimize proliferation of unauthorized user-developed routes.
- 2167* Manage winter recreation activities to minimize conflict with high elevation wildlife species including mountain goats and wolverine.
- 2168* Manage dispersed campsites and recreation activities to prevent them from expanding or deteriorating beyond a point where impacts to riparian and aquatic resources cannot be effectively addressed.
- 2169 Outfitter and guide priority use permit holder service days would be capped at existing actual use levels based on a review of actual use consistent with FSH 2709.14 53.1n; BLM H-2930-1, IIIA. Changes in amount of use, type of use, operating areas, or service day allocation will be evaluated through a needs assessment, capacity analysis, and a determination of extent necessary to prevent negative impacts on wilderness character. Service day limits will be based on a five year analysis of actual use.
- 2170 Temporary outfitter and guide use pools would be developed and reflect existing use including amount, type, and operating areas that existed at the time of designation.

Temporary use will be allocated on a first-come, first-serve basis. Increases in this temporary use pool days may only occur after a needs assessment, capacity analysis, and a determination of extent necessary is completed.

Standards

- 2171 Management activities on National Forest System lands and BLM-managed lands should meet desired wilderness zone descriptions.
- 2172* The following are prohibited:
- a) Having greater than 12 persons in a group.
 - b) Being in the area with a combined number of pack and saddle stock in excess of 14 animals.
 - c) Shortcutting trail switchbacks on foot or with pack and saddle stock.
 - d) Building, maintaining, attending, or using campfires above 9,000' elevation, with the exception of Walker, Island, Upper and Lower Chamberlain (9,477' and 9,197') and Boorn Lakes (See Figures 4 and 5).
 - e) Building, maintaining, attending, or using campfires within 200 yards of Swimm Lake.
 - f) Tethering pack and saddle stock within 100 feet of springs, lakes, or streams.
 - g) Tying pack and saddle stock to live trees for periods longer than one hour.
 - h) Recreational grazing within 200 yards of lakes.
 - i) Depositing human waste within 100 feet of water, trails and campsites, and/or not burying waste before vacating the area.
 - j) Recreational stock use above Lodgepole Lake, above Quiet Lake, within Gunsight Creek, and within the Big Boulder drainage (see Figure 6 below) excluding Walker and Island lakes.
- 2173 Allow campfires below 9,000' elevation. Use will be restricted to no trace fires (i.e. use of fire pans or fire blankets). (See Figures 4 and 5.)
- 2174 No permanent structures or installations associated with recreation special uses shall be authorized. A permanent structure is a constructed feature that remains for more than one season.
- 2175 Approve only temporary structures and facilities for outfitter and guide operations necessary to meet the public need in a manner compatible with the wilderness environment. A temporary structure is a constructed feature that is erected and dismantled within one season or less.
- 2176 Caches are prohibited. (FSM 2323.13 (g)/BLM Manual 6340 B.2.j)

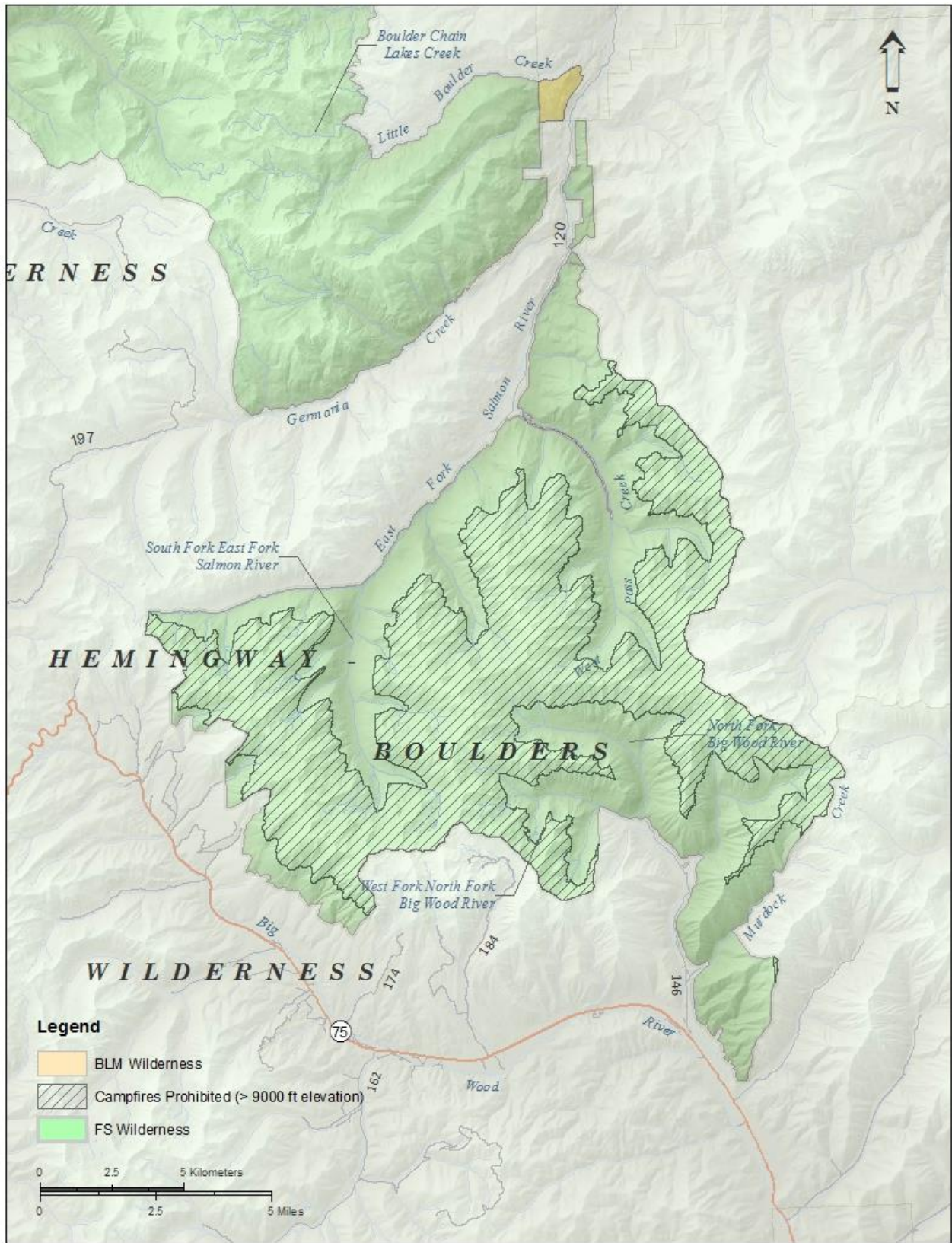


Figure 4: Map showing campfire restrictions within the Hemingway-Boulders Wilderness

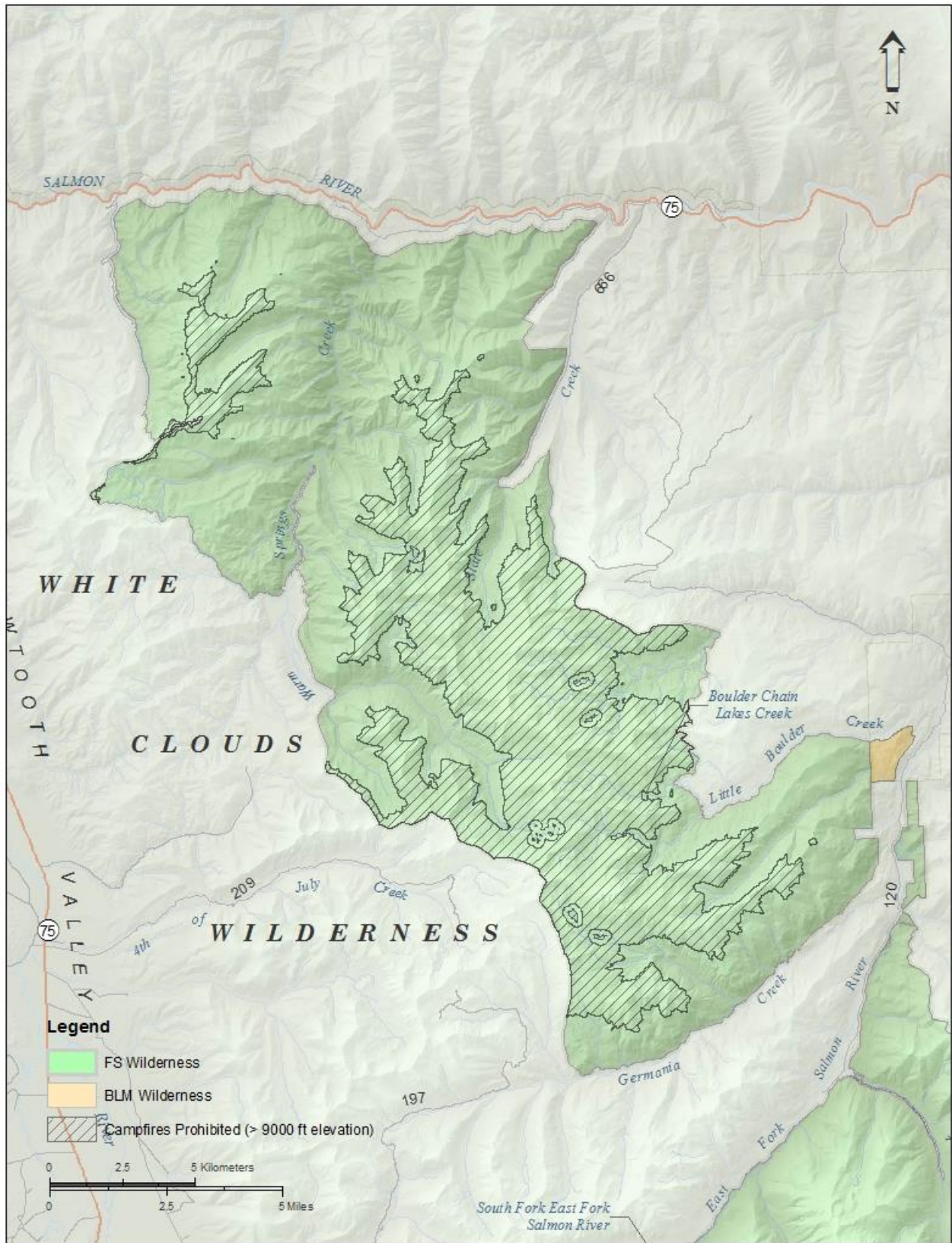


Figure 5: Map showing campfire restrictions within the White Clouds Wilderness

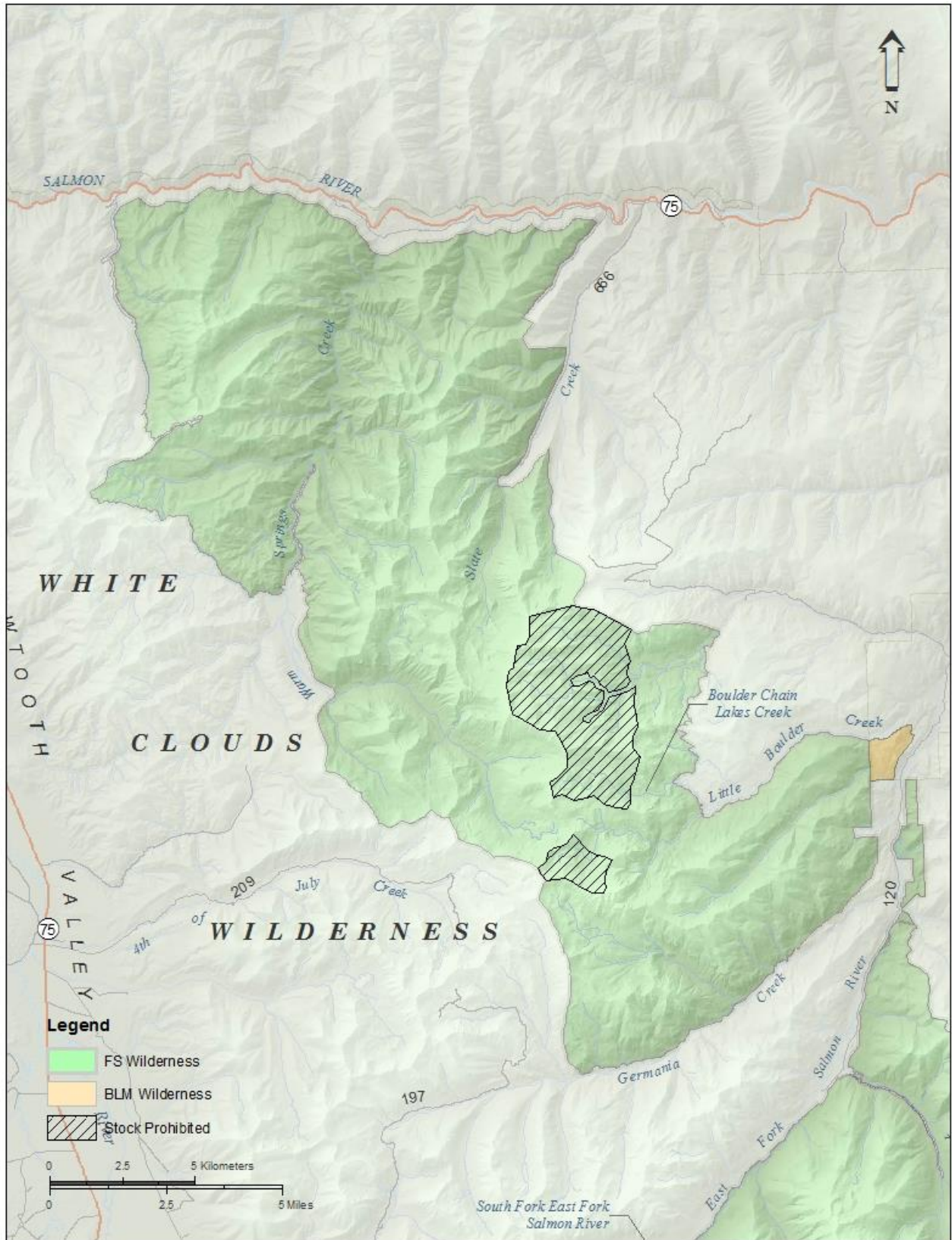


Figure 6: Map showing recreational stock closure areas

- 2177 Assigned sites for outfitters and guides will only be authorized in Zones 3 and 4, and will be located to reduce conflicts with non-outfitted users and to protect sensitive areas.
- 2178 Operating plans direct permittees to model appropriate wilderness practices and incorporate awareness for wilderness values in the interaction with clients and others. Evaluate compliance through regular monitoring.
- 2179 Discourage off-trail route marking and remove user-created route markers, such as stacked rocks, flagging etc. other than those administratively constructed for resource protection.
- 2180 Do not construct new trails in the wilderness areas, unless trails are determined to be the minimum necessary to protect wilderness character.
- 2181 Require the use of weed-free feed or pellets for stock animals (FS Order Number 04-00-097; BLM Supplementary Rule LLID-931-000-L1020-0000-JP-0000252R) and in accordance with other FS and BLM policies and closure orders.
- 2182 Remove from within the White Clouds Wilderness: Trail #674 – Above O’Caulkins Lake to Warm Springs Creek (#671 junction); Trail #684 - Wickiup Creek; and within the Hemingway-Boulders Wilderness: Trail #113 – the upper 5.2 miles of the South Fork of the East Fork of the Salmon River from the Forest Service trail inventory.

Guidelines

- 2183 Prevent human/bear encounters by emphasizing proper camping techniques and food storage and containment.

Scenic Environment

Goal

- 2184 Preserve the scenic and visual qualities of wilderness, as they are significant to the undeveloped quality of wilderness character and play a significant role in the overall recreational experience of visitors.

Objective

- 2185* Preserve the scenic and natural landscape consistent with the protection of wilderness character.

Guideline

- 2186 Facilities and structures built for resource protection are generally built out of native material and blend into the natural environment.
- 2187 Visual conditions changed by natural events and processes should not be considered detrimental to scenic qualities.

Heritage, Archaeological and Cultural Resources**Goals**

- 2188 Protect and preserve the significant cultural, archaeological, and historic resources while allowing for recreational, scenic, scientific, educational, conservation and historic uses, consistent with preservation of wilderness character.

Objectives

- 2189 Identify cultural resources prior to implementing new projects in order to protect and preserve these resources while minimizing impacts to wilderness character.

Guidelines

- 2190 If monitoring reveals that damage is occurring to cultural, archaeological, and historic resources, the wilderness specialist and archaeologist would work together to develop a management strategy for preventing further damage, including but not limited to education/interpretation or signage outside of wilderness, and natural barriers.

Tribal Rights and Interests**Goal**

- 2191 Protect lands and sites of traditional and cultural significance, including religious, sacred and ceremonial sites, important to Shoshone-Bannock, Shoshone-Paiute and the Nez Perce.

Objectives

- 2192 Continue consultation with affected American Indian Tribes regarding wilderness management.
- 2193 Coordinate and consult with affected tribes regarding traditional Native American use practices while maintaining wilderness character.

Standard

- 2194 Coordinate and consult with tribes in order to maintain American Indian access to fish, wildlife, plants and traditional cultural and religious sites while maintaining wilderness character.

Wilderness Education and InterpretationGoal

- 21118 Utilize education, information and interpretation to promote and perpetuate public awareness of, and appreciation for, wilderness character, resources, and ethics, focus on fostering an understanding of the concept of wilderness that includes respect for the resource, willingness to exercise self-restraint in demanding access to it, and an ability to adhere to appropriate, minimum-impact techniques; and encourage the public to use and accept wilderness on its own terms; i.e., the acceptance of an undeveloped, primitive environment and the assumption of the potential risks and responsibilities involved in using and enjoying wilderness areas.

Objective

- 21119 Utilize education, information and interpretation as a proactive approach in managing activities that may impact preservation of wilderness character.
- 21120 Educate the public to the value of wilderness, not just as a non-motorized recreation area, but as a place of personal risk and natural processes.
- 21121* Provide educational information on areas that are susceptible to weed invasion and measures to help prevent weed establishment and spread.
- 21122 Build partnerships and relationships with organization camps, group organizations, businesses, school and university programs, and others to integrate wilderness ethics and values into their operations.
- 21123 Permanent and seasonal staff and permittees are provided training on wilderness, wilderness values and Leave No Trace principles.
- 21124 Communicate rules and regulations primarily outside of wilderness.

Standard

- 21125 A wilderness education plan will be developed, implemented and monitored for effectiveness.

Guideline

- 21126 Visitors are educated on-site, at trailheads and pre-visit. Interpretive information would be provided outside of wilderness.

Research**Goals**

- 21127 The results of research in wilderness would improve the management of wilderness or wilderness character.

Objective

- 21128 The wilderness areas are available for conducting inventory, monitoring, and research that is deemed to be wilderness dependent. Proposals that do not contribute to stewardship of the area as wilderness would not be permitted if they can be accomplished outside of wilderness or cannot be conducted in a manner compatible with the preservation of wilderness character.

Standard

- 21129 All parties interested in conducting research activities in wilderness must have a permit. Proposals would be evaluated through the Framework to Evaluate Proposals for Scientific Activities in Wilderness. MRAs would be completed as appropriate to ensure activities are the minimum necessary for administering the wilderness area for wilderness purposes.
- 21130 Researchers will provide a copy of findings to the FS and the BLM.

Search and Rescue**Goals**

- 21131 Search and rescue (SAR) operations are conducted in such a manner that emphasizes the safety of both victims and rescuers, with minimal impact on wilderness character.
- 21132 Support and cooperate with County Sheriffs in SAR operations and provide information and education on wilderness law and policy.

Objectives

- 21133 Encourage collaboration, coordination, and agreements between the FS and/or BLM and local Sheriff's departments to develop SAR procedures in wilderness that are

well-defined, respond to life-threatening situations in a timely manner, and protect wilderness character.

Standard

- 21134 Coordinate with the Counties to develop Search and Rescue Plans.
- 21135 Develop Memorandums of Understanding (MOUs) or other formal agreements with Custer and Blaine Counties that cover the appropriate use of motorized equipment and mechanized transportation inside wilderness and identify the information needed for a FS Line officer/BLM Field Manager to authorize this use.
- 21136 Use the flow chart in Appendix 1 for approval of motorized and mechanized emergency response.

Guidelines

- 21137 In emergency situations the safety of the victim and the rescuers is considered the priority. Difficulty of access, time constraints, distance factors, and risks to safety of rescue team may elevate the medical severity and would be taken into consideration.
- 21138 SAR operations shall be in compliance with wilderness regulations except as otherwise necessary to provide for human safety. Use of motorized and mechanized equipment, including medical evacuation by helicopter, may be approved when needed based on apparent facts, in emergencies involving the life and safety of people in the wilderness.
- 21139 Approval of motorized or mechanized response is granted by the Forest Supervisor/BLM Field Manager (or designated authority) on a case-by-case basis. Recommendation for approval should be made by the most skilled individual closest to the emergency after consultation with the wilderness specialist.
- 21140 Helicopter landing areas should utilize natural terrain features. Care should be taken that vehicles used in SAR operations do not transport noxious weeds, or cause unacceptable resource or social impacts. SAR operations shall not be considered complete until any resulting resource damage has been mitigated or rehabilitated.
- 21141 Increase visitor awareness of inherent risks and preventive measures.

Management Zones

Zoning is the practice of delineating particular areas in a wilderness where different biophysical or social resources call for the application of varying management policies, actions, or visitor use restrictions. While zoning is not mentioned in the Wilderness Act, it is a concept that can be essential to managing the complex realities of wilderness in the 21st century. Biophysically and socially, wilderness areas are not homogeneous. In other words, not every acre is the same: some ecological areas may be more sensitive, or particular areas may be more attractive or accessible to visitors. Zoning aims to be proactive; working toward desired conditions. The management area is divided into four zones (see Figures 7 and 8).

- Zone 1: This zone has the lowest level of human use and disturbance and has the highest degree of natural integrity. Zone 1 represents the majority of each wilderness.
- Zone 2: This zone has a high degree of wilderness integrity and a low level of human disturbance, and can be vulnerable to impacts from human use.
- Zone 3: The predominantly unmodified natural environment in this zone includes some popular destinations and more heavily used areas.
- Zone 4: This zone includes popular destinations and routes. A predominantly unmodified natural environment characterizes this zone, however, some area are substantially affected by human activity. This zone represents the smallest portion of wilderness when compared to other zones.

Table 2: Proposed Zoning – percentage of each zone, and percent visitor use by zone.

Proposed Zone	Zoning: Hemingway-Boulders	Visitor Use: Hemingway-Boulders	Zoning: White Clouds	Visitor Use: White Clouds	Zoning: Management Area Total
1	92%	1%	96%	4%	94%
2	8%	10%	3%	4%	5%
3	<1%	12%	<1%	12%	<1%
4	<1%	77%	<1%	80%	<1%

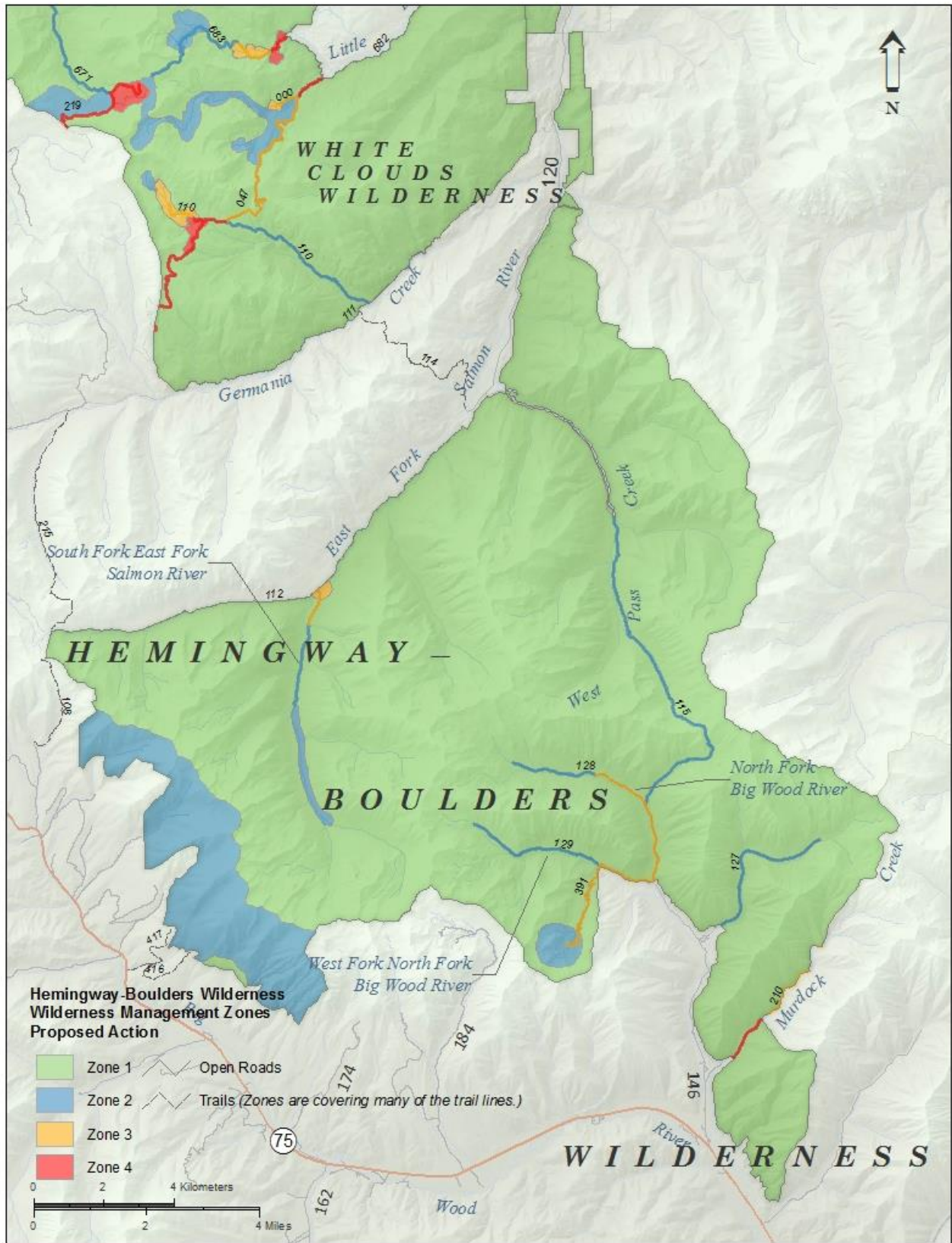


Figure 7: Hemingway-Boulders Wilderness – Proposed Zoning Map



Figure 8: White Clouds Wilderness – Proposed Zoning Map

Zone 1Goal

21142-Z1 Preserve the virtually unmodified natural environment found in Zone 1. This trail-less zone would encompass the lowest level of human disturbance and the highest degree of natural integrity.

Objectives

21143-Z1 This zone has the highest degree of apparent naturalness.

21144-Z1 Any management within the zone would preserve the wildness of the area and the feeling of wildness for visitors.

21145-Z1 Vegetation or soil composition affected by pre-designation activities are recovering naturally.

21146-Z1 Ecological processes operate naturally, with essentially no perceptible or measurable evidence of human impact or use. No maintained or constructed non-historic facilities, and little to no on-the-ground disturbance, except for historical artifacts, exist in this zone.

21147-Z1 The zone has outstanding opportunities for solitude and a primitive and unconfined type of recreation that requires self-reliance. The zone offers challenge, self-reliance and risk. Encounters with other visitors or with management are infrequent.

21148-Z1 Campsite impacts are hard to recognize and are not visible from year to year. Administrative or permitted camps would be discouraged and no designated sites are established in this zone.

21149-Z1 Staff (wilderness rangers, volunteers, or other staff) contact visitors, as needed, for education, monitoring, or to correct potential problems or impacts.

Standards

21150-Z1 No assigned outfitter camps would be authorized and progressive camping would be allowed per the annual operating plan.

21151-Z1 Eliminate or prevent non-historic facilities, installations or developments in this zone unless authorized through a valid existing right or grazing permit.

21152-Z1 No signs would be present except in extremely rare instances in this zone. No permanent signs would be allowed.

Zone 2Goal

21153-Z2 Maintain the high degree of wilderness integrity and low level of human disturbance found in this zone. Access in this zone would be cross-country or by lesser used trails and would include some access routes to high elevation lakes. Destination areas would have low use and are vulnerable to human impact.

Objectives

21154-Z2 A predominantly unmodified natural environment characterizes the zone. With the exception of the developed trail system and infrequent user-developed routes, the landscape appears largely unmodified, and no other facilities occur unless authorized through a valid existing right or grazing permit.

21155-Z2 Ecological processes operate naturally with limited evidence of human impact.

21156-Z2 The area functions as a wild place, and the expectation is that these areas are wild and unmodified. Minimize impacts from human activity to prevent the transition from indiscernible to clearly evident.

21157-Z2 Trails are developed and maintained to retain as natural appearance as possible. Minimize evidence of user-developed routes to protect wilderness character. Opportunities to escape from more developed landscapes are provided. Trail structures may exist for resource protection, but are infrequent.

21158-Z2 Campsites may be discernible, but are few and impacts are minimized.

21159-Z2 Excellent opportunities exist for solitude and the area offers a primitive and unconfined type of recreation, requiring self-reliance.

21160-Z2 Pre-designation impacts may exist, but are generally rehabilitating naturally.

21161-Z2 Attention is placed on sustaining and protecting wilderness character in this zone, as it may easily be impacted. Minimal signage is provided in this zone. Signage may be provided at trail junctions or, in rare cases, for resource protection. Communication of rules and regulations would primarily occur outside wilderness.

21162-Z2 Visitor contacts occur less frequently than Zones 3 and 4; however, are as needed to correct potential problems or impacts.

Standards

- 21163-Z2 The highest trail standard in this zone is Class 2.
- 21164-Z2 No assigned outfitter camps would be authorized and progressive camping would be allowed per the annual operating plan.
- 21165-Z2 Eliminate or prevent non-historic facilities, installations or developments unless specifically permitted or provided in rare situations for resource protection.

Zone 3Goal

- 21166-Z3 Preserve the predominantly unmodified natural environment and minimize impacts at popular destinations and along popular routes. This zone would include some sites that have been noticeably affected by human activity.

Objectives

- 21167-Z3 A high degree of wilderness integrity and a moderate level of human disturbance characterizes the zone.
- 21168-Z3 Ecological processes operate naturally with limited evidence of human impact.
- 21169-Z3 Vegetation or soils showing signs of human impacts in localized areas would be managed to minimize growth.
- 21170-Z3 Trails are moderately developed and maintained. Opportunities to escape from more developed landscapes are provided while still being able to access a trail system.
- 21171-Z3 Campsites density is low to moderate, and quantity is sufficient to accommodate use without establishing new sites; however, mineral soil may exist on sites. Campsite impacts may be apparent and persist from year to year.
- 21172-Z3 Opportunities for solitude are available, for the most part, throughout the year. Moderate levels of use occur within this zone. Encounters with other visitors and management are likely to occur. This zone provides moderate opportunity for solitude, and risk.
- 21173-Z3 A primitive and unconfined type of recreation, requiring self-reliance, is characteristic of the zone.

21174-Z3 Facilities and structures may be present in rare circumstances for resource protection unless authorized through a valid existing right or grazing permit, or are of significant historical or cultural value. The zone is managed to concentrate use into existing disturbances.

21175-Z3 Patrols occur frequently for monitoring, education, and/or providing enforcement of rules and regulation.

Standards

21176-Z3 The highest trail standard in this zone is Class 3.

21177-Z3 Signs may be present at trail junctions and, in rare cases, may be found elsewhere for resource protection.

Zone 4

Goal

21178-Z4 Minimize impacts from human activity by protecting the natural environment. This zone would include the highly popular destinations and heavily used areas along popular routes within the wilderness.

Objectives

21179-Z4 Maintain, as much as possible, a high degree of wilderness integrity.

21180-Z4 Ecological processes operate naturally with some evidence of human impact.

21181-Z4 This zone may be heavily used, and contains most of the developed trails within the wilderness. The zone may include facilities necessary for the protection of wilderness character; however, in most places the landscape appears largely unmodified.

21182-Z4 Opportunities for solitude are available, but are most likely in to occur during the fall, winter, and spring seasons. Encounters with visitors or management are likely during the summer season.

21183-Z4 Visitor use is managed in a manner that preserves the primitive and unconfined type of recreation found in this zone.

21184-Z4 Facilities and structures may be present in rare circumstances for resource protection unless authorized through a valid existing right or grazing permit, or are of significant historical or cultural value. The zone is managed to concentrate use into existing disturbances.

21185-Z4 Patrols occur regularly for monitoring, education, and/or providing enforcement of rules and regulation.

21186-Z4 Campsites are limited to previously disturbed areas to reduce loss of vegetative ground cover (barren core).

Standards

21187-Z4 The highest trail standard in this zone is Class 3.

21188-Z4 Signs may be present at trail junctions and may be infrequently used elsewhere for resource protection.

WILDERNESS MONITORING

The monitoring program will provide a greater understanding of the overall and specific condition of each wilderness area. Information generated in monitoring wilderness conditions will indicate: 1) the current state of wilderness character; 2) how wilderness character is changing over time; 3) how stewardship actions are affecting wilderness character; and 4) what stewardship priorities and decisions would best preserve and sustain wilderness character.

The agencies will follow the wilderness character monitoring framework identified in Keeping It Wild 2 (Landres et al., 2015), in addition to the most current agency-specific direction. The White Clouds Wilderness is currently one of 36 wilderness areas co-managed by more than one agency. For the White Clouds Wilderness, the FS protocols will be applied across the wilderness, and the FS will take the lead in reporting wilderness character trends and data.

Baseline data will be established in the Recreation Site Plan and Solitude Monitoring Plan developed for these two areas. Thresholds are established as standards in the Wilderness section above. Basic recreation management actions are described in the Glossary. The following Monitoring Elements would be added to Chapter IV of the Forest Plan.

Table 3: Monitoring Elements

Activity, Practice, Or Effect To Be Measured	Monitoring Question	Indicator*	Data Reliability	Measuring Frequency and Recommended Method	Report Period
Opportunities for solitude within the Hemingway-Boulders and White Clouds Wilderness	Are impacts exceeding thresholds for solitude?	1) Traveling encounters: people per day on trails (per zone) 2) Camp Encounters: Average number of other occupied sites visible from occupied site (per zone).	Moderate	During routine patrols utilizing the solitude and campsite monitoring schedule.	5 years
Campsite impacts within the Hemingway-Boulders and White Clouds Wilderness	Are impacts exceeding thresholds for campsite impacts?	1) Campsite density: campsites per 100 acres (per zone) 2) Average Impact/Condition index per campsite (per zone)	Moderate	During routine patrols utilizing the solitude and campsite monitoring schedule.	5 years
User-developed routes within the Hemingway-Boulders and White Clouds Wilderness	Are impacts exceeding thresholds for user-developed routes?	Total miles of user-developed routes (per zone)	Moderate	During routine patrols.	5 years

PLAN IMPLEMENTATION

Activities Associated with Plan Implementation

The following list reflects the implementation actions identified in this WMP. Actual implementation would be subject to staff and funding availability outside the control of this Plan.

Ongoing Activities

This includes actions that are ongoing or would be implemented upon adoption of the WMP.

- Install and maintain wilderness boundary signs
- Enforce visitor use restrictions
- Provide visitor information and education
- Monitor wilderness character

Future Activities

Some actions may require further planning and public scoping not covered by this Plan, such as those prompted by changing resource conditions. This may include an MRA and/or site-specific NEPA analysis. Below is a summary those actions that may require further analysis.

- Restoration activities
- Rehabilitation
 - Undesirable or highly impacted campsites, social trails, or stock areas
 - Unauthorized vehicle impacts
- Removal of unnecessary non-historic developments or structures
- Control infestations of noxious weeds and non-native invasive plant species
- Recreation management actions in response to exceeding thresholds identified in this Plan
- Warm Springs Fence identified in the Record of Decision for the East Fork Allotment

PLAN EVALUATION

This management plan will be revised when the management direction no longer meets wilderness management objectives or when a change in the existing situation warrants revised management. The need for revision would be reviewed as conditions warrant and if the decision is made to revise the plan, it would be accomplished with public participation. Minor revisions such as typographical or cartographical errors, or terminology changes may be made by inserting an errata sheet.

GLOSSARY

Assigned Outfitter Camp

A location authorized for use and occupancy by an outfitting and guiding permit and for which a fee is paid.

Campsite Condition Index

The impact index/condition class is the sum of nine weighted parameters including vegetation loss, mineral soil increase, tree damage, root exposure, stock evidence, development, cleanliness, social trails and camp area. The range of the impact index is divided into four condition classes (light impact through extreme impact).

Cherry-stem

A route that is excluded from the designated wilderness by a non-wilderness corridor having designated wilderness on both sides. This is called a “cherry-stem,” since the road bears some resemblance to a cherry-stem jutting into the wilderness area.

Clean Water Act

An Act of Congress which establishes policy to restore and maintain the chemical, physical and biological integrity of the Nation’s waters.

Climate Change

Climate change refers to a statistically significant variation in either the mean state of the climate or in its variability, persisting for an extended period (typically decades or longer). Climate change may be due to natural internal processes or external forcings, or to persistent anthropogenic changes in the composition of the atmosphere or in land use.

Climate Variability

Climate variability refers to variations in the mean state and other statistics (such as standard deviations, the occurrence of extremes, etc.) of the climate on all temporal and spatial scales beyond that of individual weather events. Variability may be due to natural internal processes within the climate system (internal variability), or to variations in natural or anthropogenic external forcing (external variability).

Commercial Enterprise

Any use or activity undertaken for the purpose of sale of products or services, for the generation of funds or revenue, or for the promotion of a product, individual or business, regardless of whether the use or activity is intended to produce a profit, including any use or activity where an entry or participation fee is charged.

Day

Defined for visitor use monitoring, a “day” is an eight-hour period.

Desired Condition

A portrayal of the land, resource, or social and economic conditions that are expected in 50-100 years for forested stands if management goals and objectives are achieved. A vision of the long-term conditions of the land.

Developments, Structures, or Installations

Anything made by humans, whether or not it is intended for human occupation, and is left behind when the builder leaves the wilderness. "Installations" include, but are not limited to: weather stations, trails, bridges and signs. "Structures" include, but are not limited to: cabins, lean-tos, and constructed tent pads. They do not include temporary mobile shelters such as tents (while the user is in the wilderness).

Dispersed Campsite

Camping anywhere on National Forest or BLM lands outside of a designated campground. Dispersed camping means there are no toilets, no picnic tables, no trash cans, no treated water, and no fire grates. Designated campsites are different, and campers are generally directed or permitted to camp only in those sites.

Drop Camp

Camp whose location is either of the client or outfitters choosing to which the client is packed in and dropped off. The camp components may be provided either by the client or the outfitter. The outfitter provides no guiding services.

Endangered Species Act

An Act of Congress intended to protect species and subspecies of plants and animals that are of "aesthetic, ecological, educational, historical, recreational, and scientific value."

Geomorphic Integrity

An assessment and comparison of existing soil-hydrologic conditions with historical conditions that existed before Euro-American settlement. Upland, riparian, and stream conditions are assessed to determine how their integrity and resilience may have changed due to effects from past or current human-caused (road construction, timber harvest, livestock grazing, etc.) or natural (wildfire, floods, etc.) disturbance.

Management Area

An area with similar management objectives and a common management prescription, as described in the Forest Plan.

Management Prescription Category (MPC)

MPCs are broad categories of management prescriptions that indicate the general management emphasis prescribed for a given area.

Minimum Requirements Analysis (MRA)

The process by which allowances for one of the eight prohibited uses described in Section 4(c) of the Wilderness Act are analyzed to determine if they are “necessary to meet minimum requirements for the administration of the area for the purpose of [the Wilderness] Act.”

National Environmental Policy Act (NEPA)

The National Environmental Policy Act of 1969 requires environmental analysis and public disclosure of federal actions.

National Wilderness Preservation System

All lands managed under the Wilderness Act and subsequent wilderness designations, irrespective of the department or agency having jurisdiction.

Natural

Area appears to have been primarily affected by the forces of nature and are substantially free from the effects of modern civilization.

No Trace Campfires

Campfires that leave no trace of occurrence, such as scorched vegetation and soils, blackened earth and wood, charcoal and ashes. A campfire that leaves no trace occurs on a firepan or fire blanket, which protects the earth (vegetation and soil) from the burning and sterilization effects of a campfire. Effective firepans and fire blankets are carried in and out of the wilderness by users, whom disperse the cold/wet charcoal/ashes away from the camp, thus leaving no trace of its occurrence.

Other Features of Value

Area may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value. Though not required of any wilderness, where they are present they are part of that area’s wilderness character, and must be protected as rigorously as any of the other four required qualities.

Outstanding opportunities for solitude or a primitive and unconfined type of recreation

Area provides outstanding opportunities for people to experience solitude or primitive and unrestricted recreation including the values associated with physical and mental inspiration, challenge, self-reliance, self-discovery, and freedom.

Packstock

Domestic animals used to transport people or equipment from one location to another (not including dogs).

Progressive Camps

A series of camps used during trips through an area. Duration of use is usually 1-2 nights per location. These camps are not set up in advance of arrival and are removed as the party moves on.

Recommended Wilderness

In developing a proposed new land management plan or proposed plan revision, the FS is required (FSM 1923) to “identify and evaluate lands that may be suitable for inclusion in the National Wilderness Preservation System and determine whether to recommend any such lands for wilderness designation.” (36 CFR 219.7(c)(2)(v)) Management of a recommended area must protect and maintain the social and ecological characteristics that provide the basis for wilderness recommendation.

Recreation Management Actions

Actions for managing recreational use fall into one of three categories: engineering, education and enforcement. Engineering includes site design, construction and maintenance; for example, providing, removing or relocating facilities (campsites, trails), or using vegetation or other physical barriers to direct visitor use. Information and education is most commonly employed to modify visitor behavior, adjust visitor attitudes and expectations, and alter the spatial and temporal distribution of use. Common examples include the Leave No Trace program, signs, and visitor contacts. Regulations with enforcement can be used to implement all management strategies. Examples include restricting or prohibiting access to specific locations, access at particular times, certain types of behavior, particular activities, equipment or modes of travel, length of stay, and group size. For more information see the Visitor Use Management Framework (Interagency Visitor Use Management Council, 2016).

Restore or Restoration

Ecological restoration is the process of assisting the recovery of an ecosystem that has been degraded, damaged, or destroyed.

Service Day

An allocation of use constituting a day or any part of a day on National Forest System lands for which an outfitter or guide provides services to a client. The total number of service days is calculated by multiplying each service day by the number of clients on the trip. (FSH 2709.11, Chapter 41.53d)

Spike Camp

A temporary camp generally located in a more remote location, with bare necessities and fewer occupants than other types of camps. Spike camps are generally supplied from a base camp.

Special Provisions

Legislated exceptions to the 1964 Wilderness Act Section 4(c) prohibitions against commercial enterprise, permanent roads, motor vehicles, motorized equipment, aircraft landing, mechanical transport, structures and installations. Occasionally referred to as “non-conforming uses.”

Special-Use Permit

A special-use authorization that provides permission, without conveying an interest in land, to occupy and use National Forest System lands or facilities for specific purposes, and which is both revocable and terminable. For example, research, outfitting and guiding.

Subwatershed Vulnerability

An assessment of a subwatershed's sensitivity to disturbance and its resiliency or natural ability for restoration.

Total Maximum Daily Load (TMDL)

A regulatory term in the U.S. Clean Water Act, describing a value of the maximum amount of a pollutant that a body of water can receive while still meeting water quality standards.

Undeveloped

Area is essentially without permanent improvements or the sights and sounds of modern human occupation, and it retains its primeval character.

Untrammelled

Area is unhindered and free from intentional actions of modern human control or manipulation.

User-Developed Routes

These routes are unplanned, unauthorized trails or roads that have not been designated and managed as a trail by the federal agency. In wilderness, trails are generally created by the repeated passage of people heading to the same destination; sometimes called social trails.

Water Quality Integrity

An assessment and comparison of existing water quality conditions with historical conditions that existed before Euro-American settlement. Physical, chemical, and biological water conditions are assessed to determine how their integrity and resilience may have changed due to effects from past or current human-caused or natural disturbance.

Wilderness

Wilderness is a legal designation designed to provide long-term protection and conservation of Federal public lands designated by Congress as part of the National Wilderness Preservation System. Wilderness is defined by the Wilderness Act of 1964 as "an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain...Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in

an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.”

Wilderness Character

The central mandate of the Wilderness Act is to preserve wilderness character, a concept that distinguishes wilderness from all other lands. The four managing agencies have defined it as “A holistic concept based on the interaction of 1) biophysical environments relatively free from modern human manipulation and impact, 2) personal experiences in natural environments relatively free from the encumbrances and signs of modern society, and 3) symbolic meanings of humility, restraint, and interdependence that inspire human connection with nature.”

Statutory language of the Wilderness Act, Section 2(c), is used to identify five qualities of wilderness character: Untrammeled, Natural, Undeveloped, Outstanding Opportunities for Solitude or a Primitive and Unconfined Type of Recreation, and Other Features of Value.

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36 CFR Part 261.18 – National Forest Wilderness

36 CFR Part 222 – Range Management

36 CFR Part 228 – Minerals

36 CFR Part 292 – National Recreation Areas

36 CFR Part 293 – Wilderness

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30 U.S. Code § 602 - Bidding; advertising and other notice; conditions for negotiation of contract

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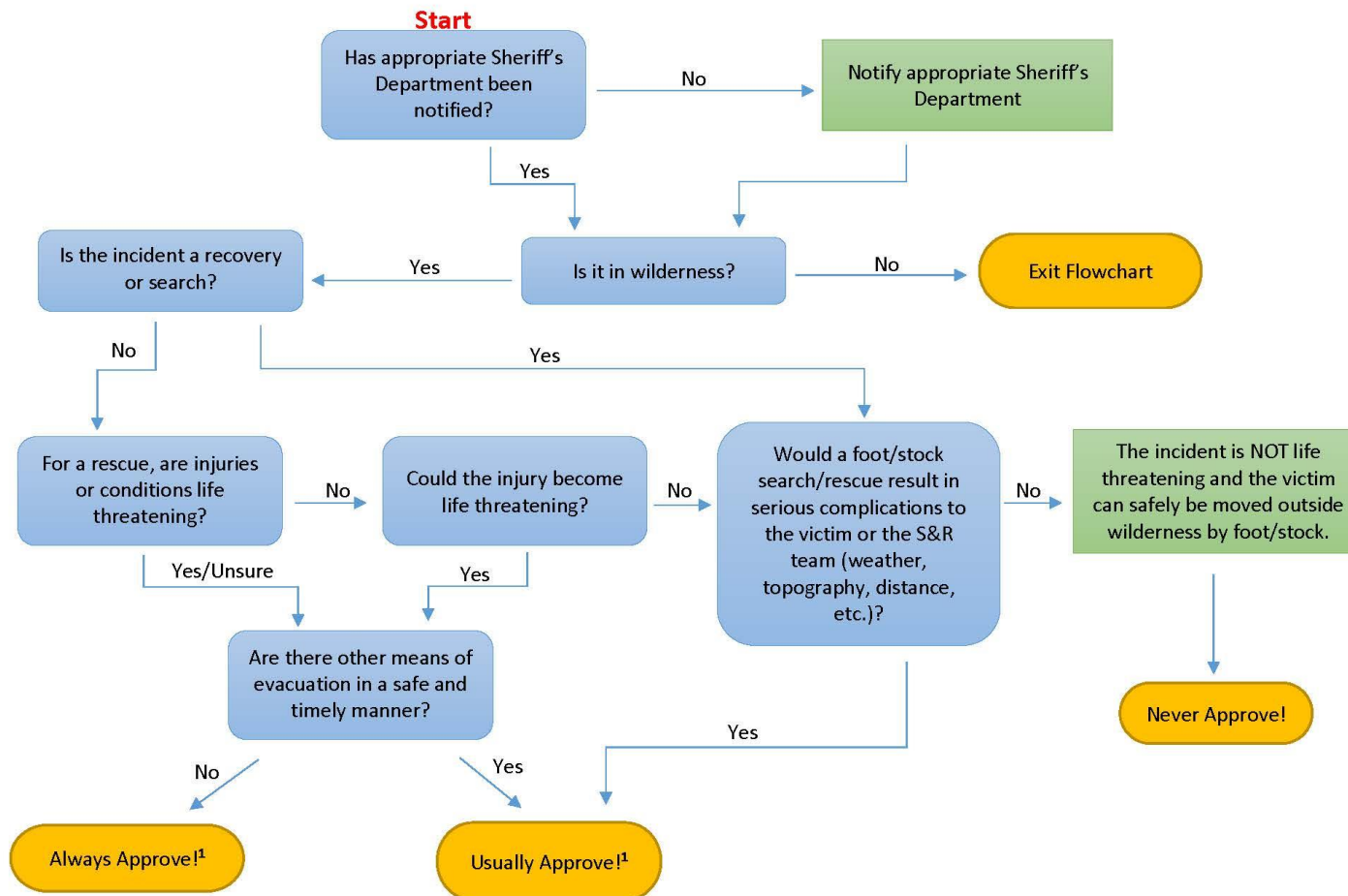
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Approval Guidelines for the Use of Motorized and Mechanized Equipment for Search and Rescue Operations



¹ Permission can only be granted by the Forest Supervisor/BLM District Manager (or his/her acting) on a case-by-case basis.